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ABSTRACT

The result of interviews with literacy coordinators and library directors of literacy programs in representative libraries throughout Pennsylvania, this document encourages local libraries to develop adult literacy activities as an integral component of basic library service and provides program planners with guidelines and suggestions for designing and implementing such services for low-literate adults. The document begins with a glossary and responses to questions regarding how illiteracy affects adults, how literacy services can help illiterate adults, and why public libraries should become involved in adult literacy. The next section defines literacy, describes adult literacy services available in libraries, and predicts future trends of library involvement. Literacy program planning is taken up next, including needs assessment, setting goals and objectives, financing and fund raising, writing proposals, program management, public relations, and program evaluation. The next section outlines several options for library involvement, including providing facilities and equipment, acting as advocates for adult literacy programs, referring potential tutors and students to other literacy providers, managing and developing portions of the collections that are of use to tutors and students in adult programs, and developing library-based literacy programs. The next section describes the keys to program success as commitment, program planning, communication, and cooperation-collaboration. The document concludes with a list of resources containing the names and addresses of Pennsylvania and national organizations, newsletters, and clearinghouses, a 49-item bibliography, a fact sheet about adult literacy in Pennsylvania, and a list of questions asked of librarians in the preparation of this manual. (CML)

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ADULT LITERACY SERVICES

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OPTIONS FOR LIBRARY INVOLVEMENT

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PLANNING ADULT LITERACY SERVICES

OPTIONS FOR LIBRARY INVOLVEMENT

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PREFACE

"Libraries," according to Norman Cousins, "are the birthplace of ideas." Libraries are also great sources of information for their communities. Unfortunately, a substantial number of adults are unable to use libraries because they are unable to read well enough to make use of their resources. These adults are functionally illiterate--unable to fill out job applications, follow medical directions, or read to their children. Reading is a source of frustration rather than pleasure for these individuals.

Although many public and private organizations offer services to low-literate adults, only three to four percent of these adults are reached by existing programs. Libraries can be an excellent and logical base for literacy services since they can provide the positive educational environment important in supporting the development of these adults' literacy skills.

This manual supplies specific guidelines and suggestions for program planning to assist library staff in designing and implementing a variety of library services for low-literate adults. These range from initial needs assessment and funding sources to techniques for improvement of coordination and cooperative efforts of library programs with other literacy services. In addition, descriptions of various options provide ideas for local libraries in developing adult literacy services appropriate to the needs and resources of their communities.

Interviews with literacy coordinators and library directors of literacy programs in representative libraries throughout the Commonwealth identified many common needs as well as elements shared by successful library-based literacy programs. Based on research and information derived from these interviews, this manual encourages local libraries and library boards to develop adult literacy activities as an integral component of basic library service.

GLOSSARY OF TERMS

AAACE	American Ass[illegible]tion of Adult and Continuing Education: national organization pr[illegible]oting and advocating the needs and interests of adult educators and learners.
ABE	Adult Basic Education: programs serving adults functioning below an eighth grade level as assessed through standardized tests. Refers to state or federally funded programs administered through the state Division of Adult Education.
ADvancE	Pennsylvania's clearinghouse of adult education resources.
ALA	American Library Association.
ALI	Adult Literacy Initiative: federal informational resource for adult literacy programs.
APL	Adult Performance Level: survey conducted to assess the functional literacy level of adults (1975).
Basic Skills Programs	Programs within ABE to develop reading, writing, and computational skills to a functional level (5th grade level).
CAI	Computer-assisted instruction.
CBAE	Competency Based Adult Education: performance based education process leading to functional literacy.
CBO	Community Based Organization: local organizations designed to assist a community in solving its social and economic problems. Often these organizations include educational activities such as literacy programs as part of their service.
Coalition for Literacy	Organization spearheaded by ALA and including, among others, AAACE and the Advertising Council which coordinates a national awareness campaign on adult literacy as well as providing materials concerning the issue and a national 800 number for information and referrals.
ELPS	English Language Proficiency Survey: survey of functional reading skills conducted by the Census Bureau (1985).

ERIC	Educational Resources Information Center: national information system which obtains and makes available articles and reports on educational topics.
ESL	English as a Second Language: instruction for nonnative speakers of English.
Functional Literacy	Level of skills necessary to enable an individual to function successfully in his/her environment.
GED	General Education Diploma, or general education development: also known as "high school equivalency" programs preparing adults to pass the tests required to obtain a GED certificate considered by most to be equivalent to a high school diploma.
JTPA	Job Training Partnership Act: federal program providing education and employment training to adults.
LEA	Local Educational Agency.
LitLine	Electronic bulletin board developed by ALI and the Mayor's Commission on Literacy in Philadelphia to facilitate the dissemination of information concerning literacy activities to service providers and researchers.
LLA	Laubach Literacy Action: providers of volunteer literacy instruction and literacy related materials.
LSCA	Library Services and Construction Act: source of federal funds for library development.
LVA	Literacy Volunteers of America: providers of volunteer literacy instruction and literacy related materials.
NAEP	National Assessment of Educational Progress: study conducted to assess the literacy levels of young adults (1985).
PAACE	Pennsylvania Association of Adult and Continuing Education: state organization of AAACE.

Pennsylvania State Coalition for Adult Literacy	State leadership grant, funded by the Gannett Foundation, to facilitate the coordination and improvement of literacy services to adults. In Pennsylvania, the grant is coordinated by the Institute for the Study of Adult Literacy, The Pennsylvania State University.
PIC	Private Industry Council.
PLUS	Project Literacy United States: national media campaign involving PBS and ABC in improving public awareness of the problems of adult illiteracy and in the development of local literacy task forces.
TLC	Tutors of Literacy in the Commonwealth: special interest group in PAACE interested in improving the delivery of educational services to low-literate adults in Pennsylvania through volunteer literacy councils.

ADULT LITERACY SERVICES

ADULT LITERACY SERVICES AND PUBLIC LIBRARIES

Time for Literacy
Adult literacy: A national concern
Library's role in adult literacy services

TIME FOR LITERACY

HOW DOES ILLITERACY AFFECT ADULTS?

Illiteracy hurts. Consider the following comments* from adult literacy students:

"I am a woman, 28, and have a new baby girl. I want to learn to read so that I can read stories to her when she's older. I will be very ashamed if she finds out that I can't read."

"I have been a policeman in a small town since 1930. I don't read so well, but I've always gotten along. Now they tell me I must attend the Police Academy and I'm afraid someone will find out I can't read."

"I was fired from my job as a nurse's aide because I can't read. My employers said I was mentally incapable. That really hurt!"

"I moved here from Puerto Rico, and I couldn't speak English. It was terrible! I cried a lot then. I felt overwhelmed."

"I almost killed a guy at work, because I couldn't read the directions on a new machine. Luckily another worker stopped me before I turned it on."

"I am smart--I must be! I fooled my employer and drove a truck for him for six months before he found out I couldn't read and let me go."

HOW CAN LITERACY SERVICES HELP ILLITERATE ADULTS?

Many of the adults enrolled in basic skills programs not only improve their basic skills in reading but also improve in self-confidence.

"I thought I was doing okay before, but now I can do my job a whole lot better. Reading makes you feel good."

"I could read! My tutor said I probably would have gone to college if I had learned to read as a child."

"I'm learning to read newspapers and books that help make my life more interesting."

"I never read to my kid. I'm not quite ready yet. But, now, I think I'll try it real soon."

WHY SHOULD THE PUBLIC LIBRARY BECOME INVOLVED IN ADULT LITERACY?

Library board members, library staff, and, occasionally, literacy providers may ask this question. In response, public libraries have been involved in literacy services for many years. The Office for Library Outreach Services, established in 1973, focused attention on the development of library programs for segments of the population--including illiterate adults--who had not been served through traditional library services. As a result, many libraries developed special programs for these adults. Recent national awareness campaigns (Coalition for Literacy, Project PLUS, Adult Literacy Initiative) have again focused attention on the issue of adult illiteracy and are encouraging increased community involvement in developing services for this adult population.

Although the adult literacy services described in this manual focus on developing programs to serve the specific needs of the community, all library-based adult literacy services can provide the following educational and informational support to a community's adult literacy efforts:

The library can encourage adults to develop and maintain their reading skills.

A library provides the community with a wide array of materials on countless topics. Adult new readers are often unaware of the resources offered by the library. When these new readers are encouraged to visit the library, they can access a world of free reading materials which can provide the impetus to continue reading in the future for pleasure and for information. Continued reading, in turn, will help these adults to develop and maintain their newly acquired reading skills.

The library can help families develop a lifelong interest in reading.

An adult literacy service can introduce a new population to the library. Literacy, like illiteracy, is intergenerational; literate parents raise literate children. The library staff can encourage low-literate parents to bring their children to the library. Familiarity with the library and its resources can help families develop a love of books and reading. A strong interest in reading can help eliminate the intergenerational transfer of illiteracy.

The library can develop the community's awareness of and interest in a serious national problem.

Many people are unaware--or unwilling to believe--that adult illiteracy is a problem in their community. The library staff can inform the public of the extent of the problem and how it affects their community through brochures and library displays. Library staff can also provide information and refer potential students and tutors to existing literacy and Adult Basic Education (ABE) programs.

In addition, library staff can promote collaborative efforts through their involvement in local coalitions. Educational and service providers, businesses and industries, and other community leaders can be encouraged to develop effective comprehensive and coordinated adult literacy programs.

NOTE: See Appendix 1 for statistics on illiteracy in Pennsylvania.

*All student quotations have been compiled from *Adult Illiteracy: The Hidden Tragedy* (Pennsylvania Department of Education brochure), *Literacy Volunteers Students Speak* (Literacy Volunteers of America brochure), and the *Penn State Adult Literacy Courseware Project Final Report* (Institute for the Study of Adult Literacy, The Pennsylvania State University, 1987).

LIBRARIES AND ADULT LITERACY SERVICES

ADULT LITERACY: A NATIONAL CONCERN

Illiteracy is an issue of critical national concern. The statistics are alarming: as many as 72 million adults in this country are unable to participate fully in our democratic, social, and economic systems because of illiteracy (Harman, 1985). Economically, about 225 billion dollars are spent each year in welfare, prisons, lost productivity, and the like. Even more important is the impact of illiteracy upon the quality of life for those individuals. A functionally illiterate person cannot participate fully in society and make independent decisions as a worker, citizen, parent, or consumer.

DEFINING LITERACY

Although literacy can be defined in a variety of ways, functional literacy includes not only the ability to read, write, and compute but also the possession of knowledge and skills which enable an individual to function effectively in his or her environment (Harman, 1985). In today's complex society, it is no longer enough to teach a person to read and write. The individual must integrate these skills so that they can become effective tools in coping with daily concerns. At the most basic level, the use of these tools might include reading medical directions, following a recipe, or reading a bedtime story to a child. Activities that literate adults take for granted are a source of frustration and embarrassment to low-literate adults.

Although it is difficult to believe, millions of adults in this country are unable to perform the simple activities described above. Millions more lack the skills necessary to perform more complex activities involving comprehension and problem-solving. In 1985, the National Assessment of Educational Progress (NAEP) conducted a study of the functional literacy levels of young adults aged 21 to 25. The study concluded that most young adults are limited in their ability to perform well on literacy tasks of moderate and more challenging complexity (Kirsch & Jungeblut, 1986; Venezky, Kaestle, & Sum, 1987). These tasks include, for instance, the ability to write a note to a utility company reporting an error in billing. This lack of skill is particularly alarming given that it is becoming increasingly crucial for people to have these complex skills to function in our society. Chall (1984) points out that since World War II, literacy needs have advanced from an average level of 8th grade to a 12th grade level.

LITERACY IN THE WORKPLACE

Although the public sector is paying the price for illiteracy through public assistance, prison, and other related costs, the private sector is also paying a high price through low productivity of workers, communication problems, and industrial accidents. The current trends in business and industry towards the use of sophisticated machinery and technological products will only aggravate these problems (Winterbauer, 1985). As businesses and industries move towards the future, they will require workers capable of using written communication, higher level computation, and complex thinking and problem-solving skills in the workplace. Workers of the future must be flexible and trainable. In other words, they must have the "ability to read and understand, write and communicate, compute and comprehend one's computations--the most basic skills--along with the motivation to learn" (National Commission for Employment Policy, 1986).

Retraining workers--often several times over the person's lifetime of employment--has become the norm rather than the exception. The importance of continuing education is clearly underscored by this need. In order to compete in a rapidly changing job market, the workforce must increase the extent of their trainability through improved occupational literacy skills.

ILLITERACY AND SOCIETY

Illiteracy is also an intergenerational problem: illiterate parents are unable to help their children with schoolwork and often are unable to provide a positive example for their children to follow. As a result, poor learning attitudes and habits are passed on to another generation. On the other hand, when parents are successful in improving their basic skills, their children's attitudes towards education also improve (Askov, 1987).

Although illiteracy is a damaging personal problem, it affects the entire community. The current social and financial costs of illiteracy and its continuation through future generations "places an enormous drain on current community resources and a lien on future community potential" (Johnson & Soule, 1985).

LIBRARIES AND ADULT LITERACY SERVICES

There are approximately 250 public libraries with over 600 service outlets in Pennsylvania. Since the local library is present in nearly every community, it has the potential to play a significant role in the effort to reduce the level of adult illiteracy. Libraries can not only provide a wealth of materials suitable for the adult new reader but can also serve as friendly, nonthreatening locations for tutoring, free from negative associations with schools and past school failure. Additionally, acquiring the habit of library use can help foster continued reading and maintain newly acquired literacy skills.

Although public libraries have been involved in literacy efforts since the beginning of the century, funding through the Library Service and Construction Act of 1964 provided the impetus to expand adult literacy services through library programs. Since 1973, the American Library Association has maintained an Office of Library Outreach Services whose major purpose is to reach clients who are not library users--including minority populations, the poor, and school dropouts (Kangisser, 1985).

CURRENT ROLE OF LIBRARIES

Libraries throughout Pennsylvania are involved in community-based adult literacy programs. Some libraries conduct volunteer literacy programs in conjunction with nationally known literacy programs such as Laubach Literacy Action (LLA) and Literacy Volunteers of America (LVA). A more common situation involves the library as a vital link in community literacy networks acting as advocate and collaborator in local literacy efforts.

Libraries often work with other literacy providers. Literacy services are offered most often by state or federally funded Adult Basic Education programs located in community colleges, intermediate units, school district community education centers, and correctional and other institutions. In addition, volunteer literacy programs can be found in churches and community-based organizations as well as in local libraries.

Libraries often assist these programs by providing space for tutors and students to meet or by providing free use of library resources. Many libraries have developed collections of materials to meet the special needs of newly literate adults and their tutors. Library staff act as advocates of literacy programs through membership on literacy council boards, speaking engagements, and participation in public awareness campaigns. Other libraries act as an information and referral service for literacy and ABE programs.

FUTURE TRENDS IN LIBRARY INVOLVEMENT

As more communities organize coalitions to facilitate the coordination and improvement of adult literacy services, the public library will continue to be a vital component in the development of effective, comprehensive literacy programs.

Libraries are taking advantage of modern technology by organizing computer-assisted literacy programs, by using databases to match and track tutors and students, and by developing special collections of nonprint materials (VCR tapes and laser disks, for example) useful to low-literate adults.

In addition, businesses and industries have begun to develop basic education programs for their employees; these programs are usually located in the local office or factory. The library will be able to offer support services to these workplace literacy programs through the development of special collections of work-related materials on topics such as occupational literacy, retraining opportunities, and career development. Libraries may also

develop work-related computer/technology courses and basic skills services for community-based businesses and industries.

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ADULT LITERACY SERVICES

PROGRAM PLANNING

Introduction
Needs assessment
Goals and objectives
Finances/Fundraising
Writing a proposal
Program Management
Public relations
Program evaluation

PROGRAM PLANNING

AN INTRODUCTION:

PLANNING FOR AN ADULT LITERACY SERVICE

Whether the local library is initiating a new service or improving an existing service, the process known as program planning--or strategic planning--can offer a useful structure for organizing and implementing activities. **Program planning** is also one of the elements essential to the development of successful programs.

Program planning follows a series of steps including assessing local needs and locating potential sources of financial support, developing goals and evaluation procedures and planning program activities, management guidelines, and budgets, and developing community awareness and support for the planned service.

The first step in program planning is to conduct a local **needs assessment**. Program planners need to determine if a new service is really needed in their community. It is important to find out how many basic skills programs exist and what populations they currently serve. In addition, planners should evaluate their community's awareness and potential support for adult literacy programming. The library staff should then look at current library resources and decide on the possible role that they might play in developing or improving local adult literacy services.

After the planners conduct their needs assessment and have decided on the role that their library can play, the next step is to communicate their recommendations to the library board. By convincing the board to adopt adult literacy as a goal of the library, the program planners can ensure that their new service will become part of the library's basic service package. Following board approval, the library director should inform the library staff and existing literacy providers (as well as other potential sources of support such as social service agencies, volunteer organizations, and community leaders) of plans to develop an adult literacy program and to secure their cooperation in planning this new library service. By enlisting the support of the library personnel, other local service providers, and adult students, the library planners will be able to develop a program closely tied to the specific needs of their community. **Commitment, cooperation and communication** are the three additional keys to the development of successful programs.

A committee or task force can then be organized to assist in planning the organization of the proposed project. The first step involves the development of the project's **goals and objectives**. Goals and objectives clarify and focus the direction of a program by stating the purpose of the service and the activities that will be conducted towards serving that

purpose. They also provide a framework for developing the other program elements (activities, budget, management and evaluation).

Program management involves clearly stating who will be responsible for conducting each program activity and what those responsibilities will be, how records will be kept and how facilities will be used, and how program information will be delivered to library and to cooperating agency staffs and to the general public.

Although many of the program models described in this manual require few additional funds, even small projects require a basic understanding of **finance and fund-raising**. A budget, developed from the proposed project's staff and facility needs, forms the financial boundaries of the project and provides information on cost-effectiveness to potential funders. The planners can consider various fund-raising options when the new service requires additional resources. Federal and state legislation, businesses and industries, and private foundations support adult literacy programs. Local fund-raising efforts can help to develop awareness of and strong community support for the library and its programs. As competition for funding increases, the art of writing proposals is becoming increasingly important for all nonprofit organizations. A separate section on **writing proposals** has been included to provide general guidelines for preparing grant requests.

Commitment to a cause and careful planning will lay the groundwork for an effective library service. A strong **public relations** component, however, will inform the public, encourage their participation, and rally their support for the adult literacy service. Library planners should, therefore, develop ongoing cooperative relationships with local media representatives.

Another essential component of program planning is **evaluation**. Although evaluation is often seen as the final activity of any project, in reality, it is an ongoing process. During the development and implementation of the new service, periodic evaluation allows the staff to make changes needed to improve the program. Information (data) collected during the project will show whether or not the program is moving in the right direction towards reaching its goals. At the end of a project year, a final or summative evaluation will measure the overall effectiveness of the program.

Since most of the librarians who were interviewed stressed the need for information on needs assessment, public relations, and fund-raising, these are the sections that are most detailed. Further information on program planning can be found in manuals on developing literacy programs or other program planning and business management guidelines. Addresses can be found in the *Bookshelf* at the end of the manual.

The following section of the manual provides general guidelines and suggestions for the planning of library-based adult literacy services. These guidelines were used in narrating the **program descriptions** (starting on page 35) to illustrate how the elements of program planning can work together to produce a successful adult literacy service.

NEEDS ASSESSMENT

Once the local library staff has decided to become involved in adult literacy services, the first step toward planning that service is to assess local needs, attitudes, and resources. Without this information, it will be impossible to determine the library's role or to be able to rally local support for its efforts.

DEMOGRAPHIC NEEDS

Surprisingly, many individuals find it difficult to believe that their community might have an illiteracy problem. Demographic information can be most useful in convincing local leaders, and by extension, the community at large, of the literacy needs of the community. These data are also useful in fund-raising efforts and for publicity. Much of the information needed to assess local literacy needs can be found in Census Reports, the Adult Education State Plan, local school system records, and state employment statistics. The directors of adult education programs, vocational rehabilitation programs, and employment or social assistance programs will often provide statistics and insights into the local literacy problem.

The following questions may be used to guide an assessment which will help to define and reach the local population most in need of literacy training:

1. What is the population of the geographic area to be served by the adult literacy project?

2. What is the percentage of adults over the age of 25 who have not completed high school? Who have not completed 8th grade?

3. What is the high school dropout rate?

4. What is the unemployment rate?

5. What percentage of the local workforce is employed in unskilled or semiskilled jobs?

6. What types of jobs will be developed by local business and industry in the next ten years? What skills will be required?

7. What percentage of the population receives Aid to Families with Dependent Children (AFDC)? What percentage receive Medicaid? Food stamps? Public assistance?

8. Is there a special racial or ethnic population that might need special assistance? What is the percentage of the population for whom English is a second language?

LOCAL RESOURCES

Locating existing and possible resources in the community is the second step of needs assessment. Sources of funding, personnel (volunteers, promoters, supporters, and students), space, and materials should be identified that might be mobilized to assist in the development of the proposed literacy service. This assessment will also help to develop contacts in local adult education programs and social agencies and will help prevent duplication of services. When contacting local agencies and resources, try to secure the name of a contact person for future reference. This will save time when the literacy service is initiated.

The following questions might guide an assessment of local resources:

1. Are there existing ABE or literacy programs in the area? Programs may be sponsored by school districts, intermediate units, institutions of higher education, churches, community-based programs, correctional institutions, businesses and industries.

2. If there are existing programs, what population are they serving? Some programs serve primarily GED candidates or nonnative speakers of English. What can the library do to assist these programs?

3. If there are existing programs, what are their sources of financial support?

4. What local sources of possible funding are available? (United Way, Voluntary Action Center, businesses/industries, city council/county commissioners, etc.)

5. What volunteer personnel sources are available? (retired teachers' association, senior citizen center, RSVP program, high school or college students,; religious, social, or professional groups)

6. What student referral resources are available? (Departments of Welfare, Vocational Rehabilitation, AFDC, interagency councils, Offices on Aging, local school district dropout prevention programs, etc.)

7. What are the potential sources of in-kind donations of space, equipment, publicity, etc.? Many businesses prefer donating goods rather than cash.

8. Which local businesses and industries provide in-house basic skills programs for their employees?

COMMUNITY ATTITUDE

It is important to determine the attitude of the community toward the issue of adult literacy. This investigation does not have to be precise; the purpose is to get a general idea of the community's awareness of the issue.

1. What type of coverage of adult literacy activities does the local media provide?

2. How do local leaders feel about the issue of adult literacy? These people may be approached through a letter and phone call to question them on their perceptions of the problems of adult illiteracy.

3. What do library board members see as the library's mission (goals) in the provision of adult literacy services? What role should the library play in providing these services?

4. What do existing local service providers see as the library's role in providing adult literacy services? How do these services feel about collaborating with the library in developing adult literacy services for the community?

LIBRARY RESOURCES

Since one of the purposes of the needs assessment is to determine the role of the library in developing an adult literacy service, it is only logical that the library look at its own resources.

The following questions will help to guide this evaluation:

1. What are the library's current sources of financial support?

2. To what extent does the library provide materials suitable for adult beginning readers?

3. Is the library referring potential students and tutors to appropriate educational services?

4. Does the library project a friendly, nonthreatening image? (library entrance easily seen, signs easy to follow--use of symbols or a combination of symbols and words to direct people, easy reading collection easy to find, staff friendly and helpful)

5. What contributions of facilities, space, equipment, and staff can the library provide for the operation of an adult literacy service?

After identifying the needs and resources available, the next step is to determine the type of activity that the local library can take in the area of adult literacy service.

GOALS AND OBJECTIVES

PURPOSE FOR SETTING GOALS

The goals and objectives developed for a new or expanded service obviously should reflect the library's overall goals. For instance, the library staff can further general informational goals by informing the community of the problem of adult illiteracy and the availability of local literacy services. By adding the adult literacy program to the library's general goals, the library board and staff will see this particular service as an ongoing library service--not merely a "special" project.

After the local library staff has conducted a needs assessment, they will be able to decide whether or not a new service should be developed. If a new service is needed, the staff will have to decide on the type and extent of adult literacy service to develop for their community. Even within models and options (as outlined in the following section), librarians will have to make decisions concerning possible funding and personnel resources as well as the local population to be served by the adult literacy project.

A good method of clarifying these directions is to develop yearly goals and objectives. Goals will provide a focus and direction for project activities. The objectives will help to estimate budget requirements and outline the tasks necessary to reach the project's goals. Finally, specific objectives can be used for program evaluation--an important aspect of program planning and essential for final reports to funding agents.

DETERMINING GOALS AND OBJECTIVES

Goals are general statements of purpose. For example, the library may choose to pursue one of the following goals for the adult literacy service:

1. To increase public awareness of the problem of adult illiteracy.

2. To provide greater access to the library's resources for adult beginning readers.

3. To improve the effectiveness of adult literacy services in the community.

Objectives are statements which will help in measuring the program's progress toward the goal. These statements, based on the general goals of the project, should be related to a specific measurable activity. Usually, more than one objective will be written for each goal. The following are examples of objectives that might be written for the above goals:

1. To develop a library display of informational brochures and of all locally available programs and materials by (month, year).

2. To increase the size of the adult literacy collection by 25% by (month, year).

3. To conduct a needs assessment survey of 75% of local service providers to determine community priorities for a library-based adult literacy service by (month, year).

Tasks are an even more specific element of program planning. These are steps that will be taken to reach the objectives. Although this process may seem time-consuming, planning allows the program developer to carefully think through and answer important questions: What will be done during the program? What will be the results of the project? Who will carry out the plan? How much time will it take to complete the objectives?

The following sample shows the progression from **goal** to **objective** to **task:**

Goal: To improve the effectiveness of adult literacy services in the community.

Objective: To conduct a needs assessment survey of 75% of local service providers to determine community priorities for a library-based adult literacy service by (month, year).

Task 1: Develop list of existing library services.

Task 2: Compile a list of agencies and organizations (with address, phone number, and, if possible, name of contact person) to be surveyed.

Task 3: Develop a list of survey questions which will be used in collecting information.

Task 4: Develop response form for collecting data from survey questions.

Task 5: Survey persons through personal contacts and phone interviews.

Task 6: Compile information provided on response forms collected during the survey.

Task 7: Compare the list of existing library services to the needs for service expressed in the survey.

After tasks are developed, the planners should estimate the time needed to complete each task. Although this will only be an estimate, again, it will help the planners visualize how long it will take to accomplish the task--and how many people will be needed to do the work. For example, Task 2, above might take fifteen hours to complete. If the librarian can only devote five hours a week to the project, this task will take three weeks to complete. If a literacy coordinator or volunteer can spend fifteen hours a week on the project, the task will be completed in one week.

This process should be followed for each program goal and objective (a strong case for limiting the scope of a new project!). Goals, objectives, and tasks should also be reviewed and revised as necessary to reflect changes and growth in the project.

If program planners neglect these tedious and time-consuming aspects during the development of their new service, they may find that their goals and objectives take more time--and money--to achieve than they had expected. This, in turn, may result in frustration and disillusionment for everyone involved in the project.

FINANCE AND FUND-RAISING

BUDGET

The library staff has conducted their needs assessment, decided on their direction and goals, and developed objectives and tasks to help reach those goals. Program planners have estimated the time needed by various staff and volunteers to complete the tasks. The next step is to develop a budget. Although some of the options outlined in the previous section on program models require little new funding, most will require, at least, in-kind donations. The cost of these in-kind contributions can be used to justify future funding to develop a fledgling program. They can also be used as "matching" funds on many grant proposals.

In estimating the budget for a new program, the planners should answer the following questions:

1. How much money will be needed to pay **salaries and fringe benefits** for the project coordinator?

If the librarian will be coordinating the project, what percentage of his/her time will be involved? How much secretarial time and salary will be needed?

If a volunteer will be coordinating the project, determine an "estimated hourly wage" (as if the person **were** to be paid) and the number of hours to be volunteered. This cost can be used as a financial statement of in-kind contributions.

2. How much money will be needed for **space rental (including utilities)**? Will the library or other local organization be able to contribute space? If so, how much would the space cost if rent were to be paid?

3. How much will **publicity** cost the project?

4. Will there be **printing and duplicating costs**?

5. How much will be needed for **office supplies**? **Telephone charges**? **Postage**?

6. Will the project require the purchase of **materials**? **Equipment**?

7. Will there be **travel** costs?

8. Will there be **contractual** costs (hiring a consultant or tutor trainer, for example)?

The answers to the above questions will depend on the type of program that the local library staff wants to develop as well as on the level of support available in the community or through grants. When the library staff approaches individuals and groups for

contributions to the program, many contributors want to know how the money will be spent. The estimated budget will be able to provide this information.

When a new program is being developed, an estimated budget will be necessary. In addition, it is often necessary to conduct a separate fund-raising effort. However, after the program is established as a basic library service, fund-raising can be done for the whole library program--citing the adult literacy project as well as other outreach programs as evidence of the library's efforts to serve the needs of the local community. Although this approach is the most desirable, an alternative is to "sell" the literacy service as a separate package to funding sources on a continuing basis.

FUND-RAISING

Once the library establishes budget guidelines, efforts must be made to secure funds for implementing the program. Many options for libraries can be explored at the local, state, or federal level.

LOCAL

In addition to raising needed funds, local fund-raising includes the added benefit of providing visibility for the library and its programs.

It is important to remember that the various organizations listed below will participate only within the boundaries of their organizational goals. Fraternal organizations, for example, may not be willing to provide general operating expenses. They may, however, be willing to make a "one shot" contribution for a specific activity.

Each group should be approached through a short introductory letter explaining the purpose of the fund-raising effort and role that the group is being asked to perform. This letter should be followed by a telephone call to answer any questions and to encourage the group to participate in the effort. In the case of businesses and foundations, it will be necessary to obtain their contribution guidelines. The United Way also has guidelines that determine how programs should request funding.

POTENTIAL SOURCES OF FUND-RAISING ASSISTANCE

Friends of the Library organizations
fraternal, business, social, and volunteer associations (for example: Rotary, Kiwanis, Soroptimists, Business and Professional Women, American Association of Retired People, AAUW, Altrusa, etc.)
Chamber of Commerce
United Way
businesses and industries
local foundations
newspaper foundation grants (for example, Gannett or Knight-Ridder)

The phone directory and word-of-mouth referrals will reveal many other organizations that might help in fund-raising efforts.

IN-KIND CONTRIBUTIONS

Interested organizations--including the library--may consider in-kind contributions. In-kind donations include space (office, or for training and tutoring), materials (educational, promotional, office supplies and equipment), personnel (volunteer tutors, secretaries, public relations staff, business managers, etc.), and services (printing, editing, training).

HINTS FOR SUCCESS

Contacts with organizations should be cultivated each year. No initial giving response does not mean that there will be no gift in the future. As officers within organizations change, so do the giving patterns.

Letters to potential contributors should be carefully tailored to fit the audience. The problems of adult literacy affect physicians, lawyers, and businessmen in different ways. Stress the particular way in which the problems of adult literacy might affect the individual's area. For example, the physician can understand how the illiterate adult might have trouble reading medical directions or the businessman see how the same person might present a hazard on the job if he/she cannot read warning signs.

STATE AND FEDERAL FUNDS

Public state and federal funds are available for adult literacy projects. Each source requires the submission of a proposal to the appropriate agency.

ADULT EDUCATION ACT, SECTION 306 Most local ABE/GED programs and some literacy councils are funded under this act. Before applying for these federal funds, the program planner should contact the local ABE/GED program. Funds for these programs are limited; the library must avoid a duplication of services while preserving a positive relationship with the existing programs.

ADULT EDUCATION ACT, SECTION 310 This Section provides federal money for innovative and experimental projects in adult education service.

LITERACY FUNDING, ACT 143 Funds under this state Act are available for the development and support of literacy programs.

For further information on workshops, proposal guidelines, and closing dates, contact:

Pennsylvania Department of Education
Division of Adult Basic Education
333 Market Street
Harrisburg, PA 17126-0333 (717) 787-5532

LIBRARY SERVICE AND CONSTRUCTION ACT, TITLE I LSCA funds are appropriated through the State Library for the development of outreach services.

For further information on proposal workshops, guidelines, and closing dates, contact:

State Library of Pennsylvania
Library Development Division
Pennsylvania Department of Education
P.O. Box 1601
Harrisburg, PA 17105 (717) 787-8007

LIBRARY SERVICE AND CONSTRUCTION ACT, TITLE VI LSCA, Title VI funds are available from the federal government for the development of library-based adult literacy services.

For further information on proposal guidelines and closing dates, contact:

LSCA Title VI Program Officer
Library Development Staff
Library Programs/OERI
U.S. Department of Education
555 New Jersey Avenue, NW
Washington, D.C. 20208-1430 (202) 357-6315

JOB TRAINING PARTNERSHIP ACT (JTPA) This act is administered through the Department of Labor and uses private industry councils (PIC) in 28 areas of the state to act as policy bodies.

For further information on how the public library can become involved in JTPA programs, contact the local PIC. Local PIC numbers are listed in the phone book or can be obtained through the national office (address in *Bookshelf*).

Additional sources of new funding can often be found in newsletters such as *What's the Buzz* and newsletters from the Adult Literacy Initiative and the Business Council for Effective Literacy. See the *Bookshelf* for addresses and phone numbers.

WRITING A PROPOSAL

When an organization decides to pursue funding through state or federal sources or through private or corporate foundations, the writer should become familiar with methods for developing proposals.

GENERAL GUIDELINES

Requests for funding should be tailored to meet the particular needs and interests of the funding source. These interests can be found in the guidelines provided by the funding source.

Proposal guidelines always list topics to be covered, such as Need for the Project, Plan of Operation, and Budget. Use those topics as subheadings in the proposal. Proposal reviewers are given a set of procedures to follow based on the topics; if the reviewer can easily locate explanations and descriptions, the proposal's score will probably be more favorable.

Do not include items in the budget which are not directly explained and justified in the proposal narrative.

Follow all directions in the guidelines. For example, if the narrative is to be no longer than 20 pages, do not write more than that. If the proposal is longer than the 20 pages, it will usually not be read.

Always supply the funding source with summative or annual reports even if they are not specifically requested.

PROPOSAL DESCRIPTION

Proposals usually ask for similar information concerning the proposed project.

Abstract and key terms Most guidelines require that an abstract or summary of the project be included with the proposal. The abstract should not be longer than the suggested length and should include the overall goals of the project. In addition, many proposal guidelines request that the writer choose key terms or descriptors from a list of word. These key terms will be used by the funding agency to describe the project.

The **Project narrative** consists of several sections or criteria. Each section will be judged separately (at least for federal reviews) and will be awarded points as described in the proposal guidelines.

The proposal guidelines for LSCA, Title VI include six criteria for evaluating proposals: Plan of Operation, Personnel, Budget, Evaluation Plan, Adequacy of Resources, and Cooperation/Coordination. The following pages describe each of these six criteria in detail.

PLAN OF OPERATION

The following information can be used to develop a **project design.**

NEEDS ASSESSMENT: This section of the project narrative may also be referred to as Description of the Problem or Demographic Information. In this section, the writer should provide statistical information on the extent of the problem to be addressed by the project or the gap between existing services and need for the proposed service. For example, a proposal for the development of a collection of materials for adult beginning readers should describe the current collection, the number of low-literate adults in the area, any existing services for these adults, and the need for the new collection to serve a newly literate adult population.

GOALS AND OBJECTIVES: This section should clearly and concisely describe the general goals and the more specific, measurable objectives of the project. (See Goals and Objectives, page 17.) The writer should include a description of how the objectives relate to the general goals of the project. (How will the project solve the stated problem or fill the stated need?) The phrasing used to describe the objectives will, in turn, be the basis for the project's evaluation plan.

PLAN OF MANAGEMENT: This section of the proposal should describe how the project will be managed. The writer should address the following questions: Who will direct and coordinate the project? What are the responsibilities of these persons? If there are other people involved in the project, what are their responsibilities? How will their activities be managed?

USE OF RESOURCES AND PERSONNEL: This section should provide a description of the tasks or steps and the time required to complete the objectives of the project.

Tasks: The writer should think through each objective and develop a series of specific steps and the amount of time needed to complete the objective. (See Goals and Objectives, page 17.)

Timeline: Once the series of steps and time requirements are outlined, the writer can place them in a timeline. Some guidelines request a monthly breakdown of time; others require a quarterly description. For example, a timeline for the development of a collection of materials for adult beginning readers might read:

First quarter:

The coordinator of the project will research existing resources on the purchase and display of materials for adult beginning readers.

The coordinator will examine the existing library collections for materials suitable for adult beginning readers.

The coordinator will meet with the local literacy coordinator to develop a list of materials to be ordered for the new collection.

Second quarter:

The coordinator will order the new collection.
A library volunteer will catalog the new materials.
The coordinator will develop a master list of the new materials to provide to library and literacy personnel.
The coordinator will prepare a press release announcing the availability of the new materials.

PERSONNEL

This section should include the project director's, coordinator's, and other key personnel's resumes or a summary of each person's qualifications to complete the project. Describe each person's experience and training in fields related to the objectives of the project. Also include the amount of time (stated in hours or in percentage of time) that each person will spend on the project. If new staff will be hired after funding is assured, include descriptions listing qualifications for each job.

BUDGET

The budget should be adequate and reasonable. Federal and state guidelines will include specific budget information and budget pages. (See page 19 of the manual for commonly used budget categories.)

Some guidelines will ask for a budget and budget justification. A budget justification provides reasons for the amount of money required under each budget category. Although not all funding sources require justification, the writer should avoid requesting funds for items not necessary to the development of the project. For example, if the library would like to buy a duplicating machine, but it is not essential to the development of the proposed project, the library should not include the purchase in the budget for the proposal. This type of budget request can jeopardize funding for a project.

EVALUATION PLAN

Reviewers consider how the project will be evaluated and whether or not the plan is appropriate for the type of project being proposed. If the project's objectives are written correctly, they can be used to describe the evaluation plan. For example, an objective states that the library will develop a 100 piece collection of materials for adult beginning readers by the end of the project period. If, at the end of the project period, the library has developed a collection of 100 pieces for adult beginning readers, the objective has been accomplished. The project, then, can be evaluated as successful in completing that objective. (See Program Evaluation, page 33)

ADEQUACY OF RESOURCES

FACILITIES: Describe the library and resources available in the library for the development of the project. For example, if a literacy coordinator is to be hired, is there adequate space for an office?

EQUIPMENT AND SUPPLIES: Describe library and other resources available for the completion of the proposed project. If computer assistance is required, does the library have the necessary technology? If not, have arrangements been made to acquire the technology through the proposed grant or through local contributions?

COOPERATION AND COORDINATION

Describe steps that have been taken to identify and cooperate with existing literacy or ABE service providers in the area. Request that officials from these service providers write letters of support for the project and include these letters with the proposal.

Describe specific activities that will be used to facilitate cooperation or coordination with other service providers. Explain the methods to be used in disseminating the results of the project. Dissemination plans often include workshops, presentations at conferences, delivery of a manual or training package, or the availability of a final report on the project.

For further information on writing proposals, contact:

Library Development Division (717) 787-8007
State Library of Pennsylvania
Box 1601
Harrisburg, PA 17105

Division of Adult Basic Education (717) 787-5532
Pennsylvania Department of Education
P.O. Box 911
333 Market Street
Harrisburg, PA 17126

The State Library and the Division of Adult Education often provide workshops on writing proposals for funds which they administer.

Other sources of information include the *Directory of Pennsylvania Foundations* (available in many libraries or on loan from ADvancE) and the *Federal Register* (may be ordered from the Government Printing Office in Washington, D.C.). The Grantsmanship Center and The Foundation Center also provide information on writing proposals. See the *Bookshelf* for addresses and phone numbers.

PROGRAM MANAGEMENT

After a project has been designed, a management plan should be developed which will assure the effective operation of the program and facilitate the achievement of the new program's goals.

Effective management practices will provide clear guidelines to the staff, volunteers, and cooperating agencies concerning the daily operation of the program. These guidelines should detail each person's responsibilities within the organization, methods of record-keeping, and strategies for effectively communicating project needs and progress both within the organization and with cooperating agencies.

Several valuable resources are available to librarians and literacy coordinators concerning the development of literacy programs. Detailed manuals on program development and management are available from LLA, LVA, the State Library of Pennsylvania, B. Dalton Booksellers Literacy Effectiveness Project, the Coalition for Literacy, Adult Literacy Action (The Pennsylvania State University), Project PLUS, and the California Literacy Campaign Project Report. Addresses are in the *Bookshelf*.

Although a complete literacy program will require the most detailed management plan, each program option should consider the following management areas:

JOB DESCRIPTIONS

Job descriptions outline the person's responsibilities for a specific job. In a literacy program, there should be descriptions for the staff (literacy coordinator, secretary, and existing library personnel involved in the project), volunteers (tutors, trainers, and other activities utilizing volunteers), and students.

These descriptions can be developed from the list of tasks written for the project objectives. Examine the tasks to determine who will be responsible for each activity; these activities will form the basis for the job description. For example, the literacy coordinator's duties usually include: recruiting and interviewing/assessing volunteers and students, training and placing tutors and other volunteers, coordinating the collection and analysis of student data, writing reports, purchasing/supplying materials, counseling volunteers and students, and coordinating public relations and fund-raising activities.

The Kentucky Literacy Commission guidebook (address in *Bookshelf*) provides samples of job descriptions for volunteers and tutors.

RECORD-KEEPING

Both public and private funding sources require the collection and analysis of information (data) gathered from adult literacy students. The most commonly gathered data include attendance records, assessment results, and demographic information on both tutors and

students. This data is used in evaluating the effectiveness of each project. Various forms have been developed by LLA, LVA, and other literacy programs not affiliated with these national volunteer literacy organizations to be used in keeping program records.

In choosing the type of data to be collected, consider the requirements of the funding source as well as local program needs. Regardless of the type of record-keeping forms used, it is best to have these forms chosen or developed prior to the actual initiation of the project.

COMMUNICATIONS

Effective communication is an essential element of successful projects. Lines of communication should be established within the library and with all cooperating agencies and organizations. (See Keys to Successful Programs, pg. 55, for more information on communications.)

INTERNAL

Prior to the development of the program, the library director should approach the library board concerning the adoption of adult literacy as a goal of the library. This will ensure that the literacy program will become part of the library's standard services. Library board members should be involved in the development of the program and be kept informed of the program's activities after the project is initiated.

Within the library, a general staff meeting could be used to introduce the literacy coordinator and to explain how the new program will affect other library staff. The library staff should understand how the new program fits into the services currently being provided. Following the initial meeting, the literacy coordinator should attend and report progress at each staff meeting. If, however, the library's involvement is limited to providing space, the literacy coordinator might only report once a year at a library staff meeting.

The librarian should orient the new literacy staff (including coordinator, secretary, and volunteers) to library procedures, regulations, and protocol. Few literacy coordinators or their volunteers will have previous knowledge of the "inner workings" of the library. By communicating this information early in the new project, problems and misunderstandings between new and existing staff can be avoided.

EXTERNAL

Representatives from different agencies and organizations should be involved early in the planning stages as new adult literacy services are developed. Existing service providers may feel anxious and threatened by the development of new and potentially threatening services. The library staff can lessen these anxieties by inviting other service providers to participate in the planning stages. In this way, existing service providers can voice their concerns and suggestions and reduce the chance of animosity once the new program is

implemented. Often the formation of a local coalition of adult literacy service providers--including representatives from the various services--will reduce anxieties while increasing the community support base for cooperative literacy programming.

Guidelines for providing information should also be established with agencies cooperating with the literacy service. ABE programs and other service agencies should be consulted on procedures for student referrals to the literacy program (and vice versa) and any special data that they might require for their records.

Ongoing communication with community educational and social service providers is essential for the continuing success of the library's adult literacy service. A commitment to open communication and cooperation are two of the hallmarks of successful adult literacy programs.

The general public also needs to be kept informed of the library's adult literacy activities. Information on developing positive public relations follows in the next section.

PUBLIC RELATIONS

Public relations activities include direct publicity concerning the availability of the service, public service announcements to attract potential participants, contacts with community leaders to build a base of support for adult literacy programs, and meetings with other service providers to develop comprehensive and coordinated services. A strong public relations component is essential to the continued success of any library-based literacy service. For example, a library might have a highly qualified literacy coordinator and library staff, the support of the library board, a wide collection of appropriate materials, and adequate space; however, the project will probably founder without a positive public image and ongoing media attention.

A carefully planned publicity campaign will encourage the community to participate in the new service as tutors or students, raise awareness of the problems of adult illiteracy, and rally local support for the project.

USE OF NONPRINT MATERIAL

The primary source of information for an illiterate adult will be oral media. The wide use of radio and television messages will encourage potential students to seek help in improving their literacy skills. Often potential basic skills students are encouraged by messages which show other adults returning to school. Seeing other adults overcoming educational barriers is a great incentive.

The following describe a few examples of public relations activities.

Radio talk shows are often interested in interviewing literacy students and their tutors. The anonymity of the radio provides a sense of privacy for the students and encourages candid remarks concerning their problem with illiteracy.

Television, of course, is a powerful medium. After students have experienced success in reading and have overcome the stigma attached to illiteracy, they might be willing to be interviewed on local television. This direct appeal can be very effective in encouraging both tutors and students to become participants in the program. The human interest approach is also successful in raising public awareness and encouraging community support for the project.

Another suggestion for a public relations activity is to proclaim a local "literacy day" to publicize local literacy efforts. On that one day, organizers could have open house at all area literacy programs, public recognition of volunteer tutors and students, and a workshop for literacy providers.

One of the most successful methods for reaching illiterate adults is through personal contact. Some programs have recruited former students to canvass their communities to

introduce the literacy services. Library staff have made presentations to local service groups or invited ABE classes to tour the library.

USE OF PRINT MEDIA

Newspapers, magazines, posters, flyers, brochures, and bookmarks will provide information on the literacy service to the general community, potential tutors and funding sources, other service providers, and friends or relatives of illiterate adults.

The following describe ideas for using print media for publicizing a literacy service.

The local newspaper might run a feature article on the library-based literacy program including a photograph of tutors at a training session or working with a student in the library or a reprinted page from one of the Laubach (LLA) student texts.

Students in literacy programs are often given a simply-worded business card stating the program's name and phone number. The business card, which fits in a wallet, makes it easier for the student to contact the program coordinator for information.

Many literacy groups have printed bookmarks and flyers including information on the program and a phone number. These are handed to library patrons at the check-out desk or to community members during local presentations or service fairs.

Brochures are available from the Business Council for Effective Literacy, Contact Literacy, LLA, and LVA on adult illiteracy. These brochures can be displayed in the library or included in fund-raising letters.

Posters can be used to advertise the new service and to encourage potential volunteers to participate. A library display including a poster and brochures as well as sample materials from the literacy collection can be placed in the library near the front door.

PLANNING THE CAMPAIGN

Although a "media blitz" can be an effective campaign for reaching short term goals, it is important to pace publicity activities to complement long range goals. In initiating a new service, several approaches might be used to spur community participation. Public service announcements (PSAs) on radio and television, flyers and posters, and a newspaper article should bring potential tutors and students to the library. However, unless the public is made aware of the program throughout the year, the project will be forgotten. PSAs can be run twice a year or more to remind volunteer tutors and students to call the library for information. Articles on literacy activities can be submitted to the newspaper each month.

It is also important to tie the publicity campaign to program activities. For example, do not recruit potential tutors if no training session is planned or recruit potential students if no tutors are available.

When writing PSAs and other publicity releases, it is important to remember the target audience. Potential donors and volunteers want to see how their contribution or time will earn them self-respect or a sense of satisfaction in helping their community. Students also want to gain self-esteem and respectability along with enhanced academic skills through their association with the literacy service. The appeals for contributions and participation should include references (both direct and indirect) to these qualities.

Before sending PSAs or articles to the local media, the project director should call for instructions. Each medium and each community have different requirements; some limit the number of words in an announcement or require a certain amount of preparation time before the announcement can be run. Some newspapers will want the library to send in its own article; others will prefer to send a reporter. By calling for guidance and by maintaining contact, the library can cultivate a good working relationship with local media.

The following is a sample press release encouraging people to call the library for information on literacy services:

PUBLIC SERVICE ANNOUNCEMENT
AUDIENCE: Literacy student/tutor
Contact: name
phone

FOR IMMEDIATE RELEASE

How do you teach ____ adults in _____ County to read? You teach them in libraries, school, churches, factories, offices, and homes. You teach them by using trained volunteers who work one-on-one with adults who want to learn to read.

Do you want to improve your reading skills, or know someone who wants to learn? Call the _____ Library at _____--they will put you in contact with someone who can help.

Additional information on developing a public relations plan can be found in manuals on program planning listed in the *Bookshelf*.

PROGRAM EVALUATION

MEASURING PROGRAM EFFECTIVENESS

Evaluation, the final step in program planning, is essential in determining the effectiveness of a project. Since evaluation is a step in the program planning process, however, the evaluation plan should be developed before the actual project is initiated. Periodic formative evaluation should be conducted throughout the course of the project which will allow for changes needed to improve the program. At the end of the project year, a summative evaluation which will measure the overall effectiveness of the project can be used to justify continued support or expansion of the program.

A program's evaluation plan will be based on its goals and objectives. In other words, the evaluation will answer the questions: Did the library achieve what it planned to accomplish? Is the new project serving the population it set out to serve? Has the project had a measurable effect on the problem of adult illiteracy in the community (increased awareness, improved service, etc.)? An evaluation plan can be developed by looking at the program objectives (which, by definition, should include a specific measurable activity). Data collected throughout the project will provide the information needed to measure progress toward the goals.

TYPES OF EVALUATION

Quantitative

Quantitative evaluation involves the analysis of measurable data.

The following example illustrates how goals and objectives can be used to develop evaluation questions:

Goal: To increase public awareness of the problem of adult illiteracy.

Objective: To develop a library display of informational brochures and of all locally available programs by the end of the project year.

Data collected: During the year, informational brochures are ordered from various local, state, and national organizations involved in the issue of adult illiteracy. Library staff collect information (name of service, location, phone number, hours of operation, cost, contact person) on all locally available adult literacy services and compile a list of this information. A library display is designed, developed, and placed in the library lobby. Staff at the circulation and reference desks keep records of the number of inquiries made concerning adult literacy services after the display has been installed in the lobby.

Evaluation questions:

Was the project successful in collecting informational brochures on adult literacy?

Was the project successful in collecting information on all locally available adult literacy services?

Was the project successful in developing and installing a library display of informational brochures and of locally available services during the first year?

Was the project successful in increasing local public awareness of the problem of adult illiteracy?

Information gathered on the project's success or failure to achieve its goals and objectives will allow program planners to make changes that will improve the new library service.

Other quantitative questions could involve evaluating: changes in the percentage of collection circulation, the number of joint activities undertaken by area libraries and literacy providers, or reporting the number of tutors recruited and trained for the literacy program.

Qualitative

Qualitative questions which require ethnographic research methods are beyond the scope of this manual. This type of evaluation question is difficult, if not impossible, to quantify. For example, although it is possible to pre- and posttest adult students' reading levels to determine progress in reading achievement (quantitative), it is difficult to measure the impact of a literacy program on its participants' lives. In this case, student and tutor interviews or surveys can be used to illustrate the project's "perceived benefits" to its participants. In other words, was the project successful in improving students' attitudes toward learning to read, or has the project changed the participants' perceptions concerning library services?

Qualitative evaluation which reports information concerned with the quality rather than quantity of the objective can be used to support the impact that the literacy service has had on its participants.

Although qualitative evaluations often provide "human interest" reports which can be useful in building community support for adult literacy services, these evaluations are not usually sufficient when used in requesting additional financial support from most funding sources.

ADULT LITERACY SERVICES

PROGRAM DESCRIPTIONS AND OPTIONS

Introduction
Facilities/Equipment
Advocacy
Information/Referral
Library collections
Educational materials
Library-based literacy program

PROGRAM DESCRIPTIONS

AN INTRODUCTION:

OPTIONS FOR LIBRARY INVOLVEMENT IN ADULT LITERACY SERVICES

The following section outlines a variety of options for librarians to follow in developing adult literacy services. Library based adult literacy services do not have to involve the development of a **literacy program** with a full-time literacy coordinator. The staff of the local library should provide adult literacy services that will serve the specific needs of their community. These services may include providing **facilities and equipment** to local literacy providers, acting as a **referral** service for local literacy programs, developing a **collection of library materials** appropriate for beginning adult readers, or developing **instructional materials** on library use for ABE instructors. Library staff might also act as **advocates** of community involvement in adult literacy activities by joining a local literacy council or coalition or by publicizing the adult literacy issue and the availability of local services.

Readers will find that the ensuing program descriptions will seem too good to be true; they are virtually free from problems. Library boards are flexible, staff are amenable to change, existing literacy providers are cooperative, and communities are enthusiastic. No existing adult literacy service--or any other service--is this fortunate. The descriptions in this manual, while based on research and on actual library programs, are **combinations** of suggestions and strategies found to be useful in developing successful adult literacy services in a broad variety of library settings. This manual attempts to provide a blueprint for the development of successful adult literacy services. Resources listed in the *Bookshelf* will provide assistance in solving problems that might arise during the development of a new project. See Appendix 2 for a listing of the questions asked during interviews with literacy coordinators and librarians.

Each description begins with several **options**. These options briefly illustrate how libraries in a variety of settings have become involved in providing adult literacy services.

In the interest of saving space, the next section develops only *one* of the options in detail. The **procedures** summarize the development of the program option by describing the activities used in planning and in actualizing the project. Steps in **program planning** (as detailed in the previous section of the manual) were used to organize the description of each adult literacy service. The planning steps such as conducting the local **needs assessment**, setting **goals**, developing **cooperative efforts**, and planning **financing**, **public relations**, and **evaluation** activities are described. In addition, suggestions are offered on funding possibilities. Resources for further information and assistance are listed in the *Bookshelf* at the end of the manual.

It is important to remember that the planning of successful programs depends, in part, on assessment of the needs and resources of the community and its local library. For example, a description may indicate that the adult services librarian coordinated the project. Most libraries do not have an adult services librarian; however, a library director, staff member, or trained volunteer could coordinate the program. In addition, staff may be hired for certain positions through grant funds. Although these staff positions are temporary (as long as the grant lasts), they will serve to develop new programs and to prepare for the future of the program once temporary funding ends.

This collection of program descriptions should serve as a guide and a source of ideas--a starting point for the staff of local libraries to begin thinking about how they might improve service to the least educated adults in their communities. After the library director has decided to develop an adult literacy program, the library board must be approached and asked to adopt adult literacy as a goal. Their approval is needed before this new service can be **integrated** into the library's basic service plan. If the adult literacy service is not integrated in this way, it is too easy for the program to be seen as an easily discarded "special project."

Rather than providing detailed instructions on developing specific programs, supplemental resources to assist in program planning are listed in the *Bookshelf* at the end of the manual.

FACILITIES AND EQUIPMENT

OPTIONS

The staffs of the three libraries listed below decided to assist their local literacy programs by contributing the use of library facilities and/or the use of library equipment.

Library A had a meeting room available and an office that was not currently occupied.

Library B did not have a meeting room available but was willing to reserve an alcove in the adult section for specified hours each week. This alcove was then used for tutor/student meetings.

Library C had no space available. The librarian, however, was able to donate the use of library equipment to the literacy program in their community. The literacy coordinator and tutors were able to use the duplicating machine to make copies of materials to be used with students. Tutors were allowed to borrow tape recorders, for example, for unlimited amounts of time to be used with students. A typewriter was made available for specified hours each week for tutors to type student initiated writings. After the library received a small grant from LSCA, Title I, to purchase a computer and software, the literacy coordinator, tutors, and their students were able to use the computer free of charge.

PROCEDURES

The staffs at **Libraries B** and **C** followed procedures similar to **Library A** when developing and managing their adult literacy service.

The following summary describes the procedures followed by **Library A** in developing and implementing their adult literacy service:

NEEDS ASSESSMENT/COOPERATION

The library director at Library A became interested in the problems of adult literacy students and decided to investigate the possibility of his library becoming involved in this type of service. He contacted the local Adult Basic Education program and found that there was an active literacy volunteer program as well as a full ABE program in the area. However, he also discovered that the literacy program was looking for space for tutor training and for tutor and student meetings.

The library director invited the literacy coordinator to the next library board meeting to explain the literacy program and its needs. The director's suggestion that the library provide space for the literacy program for their training and for tutor/student meetings was approved.

PLANNING AND FINANCING

Next the director met with his staff to discuss how this plan might best be implemented. It was decided that the conference room, which was used for library board and staff meetings and occasional community meetings, could be reserved twice a year for tutor training. The library would assume the costs involved (maintenance and security). In addition, there was an office not being used. This room would be made available to tutors for their meeting with students. If this arrangement was successful in its first year, it would be continued through a second year.

The director met with the literacy coordinator to explain the library's plan. Dates were to be decided on and the room reservation made within the next month for the tutor training sessions.

Plans were then developed for the use of the office for tutoring space. The adult services librarian would be the coordinator's contact at the library. She would manage the schedule for the room and provide a list of guidelines to follow which would comply with library policy (e.g. turn lights off, lock door of room, no smoking or food in the room, keep voices down, etc.). The coordinator would be responsible for seeing that tutors and students understand library protocol. The coordinator stopped at the library twice each month to check on the condition of the room and replenish tutor materials.

A schedule was devised in which tutors could reserve the office space at the library. Each week, a new schedule would be posted on the door. This would eliminate more than one pair meeting at the same time in the office.

The coordinator met with the director to decide what furnishings were needed for the office. The library was able to provide a long table and two (fairly) comfortable chairs. A small file cabinet was obtained from a local business to store tutor and student materials. Later, a typewriter was provided by the library to facilitate the typing of student stories. Students and tutors brought in pictures to put on the walls.

PUBLIC RELATIONS AND EVALUATION

The librarian and literacy coordinator publicized their cooperative effort through several short articles and photographs in the local paper. This publicity was not only good public relations for the library, it also publicized the literacy program's services and resulted in several new referrals of students and tutors.

Library A has been able to provide support for adult literacy services by providing space for tutors and students to meet. In evaluating the effectiveness of the project, the library board agreed that it has improved the efficient use of library space and has widened the library patron base by encouraging both tutors and their students to utilize library resources. A formerly unused room has become "the literacy room" and provides a neutral and pleasant place for tutors and students to meet. The provision of space for tutor training

has made it possible for the literacy program to train additional tutors for its program. This form of support was inexpensive to initiate and has been successful due to careful planning and management.

POINTS TO CONSIDER IN CONTRIBUTION OF SPACE

The space, if possible, should be private and accessible.

The space should be available on a regular schedule. It is very frustrating for tutors and students to be moved from one place to another or be told that the space is not available each time they meet.

The literacy coordinator and a member of the library staff should share the responsibility for making sure tutors and students use the room with an understanding of library protocol.

Guidelines should be set up before students/tutors begin using the room. It avoids later problems and misunderstandings.

The librarian and literacy coordinator should meet with library staff and the tutors to explain the program. This meeting should include specific procedures to follow concerning the use of the "literacy room" and basic information concerning the special needs of low-literate adults.

POINTS TO CONSIDER IN CONTRIBUTION OF EQUIPMENT USE

Guidelines should be developed before the beginning of the program. The library director and literacy coordinator must determine who is to be allowed use of the equipment and under what circumstances, what forms of record-keeping are to be employed when using the copier or other costly machines, who will be responsible for repair costs, and what limitations on use, if any, should be imposed.

EXPENSES minimal (additional staff time and office supplies)

FUNDING
in-kind contributions from the library
contributions from local businesses
LSCA, Title I or Title VI grant

ADVOCACY FOR ADULT LITERACY PROGRAMS

OPTIONS

The staffs of the three libraries listed below found that they could be most helpful to local adult literacy efforts by becoming involved in local coalitions, by collaborating with existing programs to improve services, and by informing the community of the adult literacy issue and the need to support local programs.

Library A After contacting the local literacy services, the library director decided that she could be most useful to the cause of adult literacy by becoming involved in the local literacy council. The librarian joined the literacy council's board of directors. As a result of her involvement with this board, she offered to speak to service clubs in the area concerning the problem of adult illiteracy and the work of the literacy council. She also encouraged library staff to become trained volunteer tutors and developed a library display of materials on adult literacy.

Library B The librarian contacted the local literacy program to discuss how the library might cooperate with the literacy project. The literacy coordinator indicated that the most pressing problem at the time was locating funding sources. The coordinator had little experience in writing grants; the librarian had written several proposals and volunteered to help the literacy coordinator develop a proposal. This collaboration resulted in a library-literacy project that helped both agencies to improve services to their community. Further assistance from the librarian enabled the literacy coordinator to broaden his knowledge of foundation resources and proposal writing.

Library C The library director decided to assist the local literacy programs by taking responsibility for publicizing the literacy problem and local sources of instruction.

PROCEDURES

The staff at **Library B** and the literacy coordinator wrote a successful proposal. Information on grant writing will be found on page 26 of this manual.

The following description summarizes procedures used by **Library C** in developing its advocacy campaign for local literacy programs:

NEEDS ASSESSMENT AND COOPERATION

The librarian in Library C was a member of the local literacy council's board. As it became apparent that the literacy coordinator had little time to devote to publicizing the literacy program, the librarian offered to organize a library-based publicity campaign for the program. Since the library provided space for tutoring and had developed a small

collection of materials for adult new readers, the librarian felt that this type of project would also encourage more people to utilize the resources available in the library. The librarian brought her recommendation to the library board for approval. Since the library had previously adopted adult literacy as a goal of the library, the board felt that this expanded involvement would be appropriate and approved the librarian's idea. A board member, with an interest in adult literacy and with experience in public relations, offered to work with the librarian in developing this new project.

Before deciding on a focus for the publicity campaign, the librarian contacted the local ABE program director to ask if he would like to participate in the campaign. After he agreed, the librarian arranged a meeting of the literacy coordinator, the ABE director, the library board member, and herself to plan the campaign.

PLANNING AND FINANCING

During their meeting, the librarian, board member, literacy coordinator, and ABE director decided on three general goals for the campaign: 1) focus public attention on the difficulties that some members of their community face in daily literacy tasks through a newspaper article and a radio interview, 2) encourage individuals to become volunteers for the literacy program through public service announcements (this population would also be reached through the news article and radio interview), and 3) encourage new students to enroll in literacy programs through public service announcements on the radio and television.

PLANNING AND PUBLIC RELATIONS

They decided to first collect information on the extent of illiteracy in the community and the total number of adults served by the existing programs. These data would provide them with information that could be used in the interviews with the local newspaper and on the radio talk show. The librarian contacted the newspaper and the local radio talk show and requested that they cooperate in the publicity project. The newsperson set a date for the interview. The radio interviewer requested that the literacy coordinator find one or two students to speak about their experiences during the radio show to increase the "human interest angle." Although many students were unwilling to speak on the radio, the coordinator recruited two students who were willing to cooperate.

RESULTS AND EVALUATION

The newspaper article appeared first and was successful in increasing calls from people interested in volunteering to be tutors. The radio interview was successful in encouraging individuals to volunteer. It also spurred new students to call for information; most callers indicated that the students' discussion of their experiences encouraged them to call for help.

An unexpected result was that a local business owner called the library to request that ABE and the literacy program representatives present their services to his board of directors; he was interested in developing an ABE program for employees.

The interviews were followed by public service announcements on radio and television stations; these announcements were run for two weeks.

At the end of the publicity campaign, the four organizers met to evaluate their project. Since they had achieved all three of their goals, the project was considered successful. They decided to conduct similar campaigns once each year to renew the community's awareness of the issue of adult illiteracy and to encourage their support of local literacy services.

EXPENSES minimal (additional staff time and office supplies)

FUNDING additional funding not always necessary

INFORMATION AND REFERRAL

OPTIONS

Library A The staff collected information from all of the literacy/ABE service providers in their area. They then used this information to refer potential tutors and students to appropriate literacy providers.

Library B The library director could locate no active literacy or ABE service in its community. In order to raise public awareness--and possibly--initiate public action, the library staff planned an information project. The librarian secured brochures and other information from the Coalition for Literacy, Project PLUS, LLA, and LVA. A display near the front door of the library provided the Coalition's and the state's 800 numbers along with the brochures and posters.

Library C The adult services librarian developed a series of special programs on adult literacy. The speaker for the first program spoke to the general public concerning adult illiteracy and current efforts to provide educational services to illiterate adults.. Another speaker addressed library staff on effective methods for working with the low-literate adult population in the library. A third presentation allowed representatives from various social service and educational agencies to discuss methods of improving services to low-literate adults and their families.

PROCEDURES

The staffs of **Library B** and **C** developed information projects to inform their communities of adult illiteracy and of locally available resources. Names and addresses of personal contacts and of print materials to assist planners in developing similar informational projects are in the *Bookshelf* at the end of the manual.

The following summary describes the procedures used by **Library A** in developing an information and referral project in the library:

NEEDS ASSESSMENT/COOPERATION

The librarian discovered that, although several programs offering adult literacy services existed in her community, no centralized source of information was available to guide potential students or volunteers to the services. She discussed her idea for an information and referral service in the library with local program directors and then with the library board. After the librarian convinced the board of the need for this program and showed that the local service providers were in favor of it, the library board agreed to approve the new project and to provide financial assistance in printing the information.

PLANNING

Following the board meeting, the librarian recruited a qualified member of the local Friends of the Library to develop a questionnaire to be used in collecting data from the literacy programs. The questionnaire requested information on each program's location and phone number; its hours of operation; the type and availability of instruction offered; and, cost, if any, of the services. This questionnaire, with a cover letter explaining the service, was mailed to all literacy and ABE programs in the area. If there was no response from the program, the volunteer called the program director and requested the information. Finally, the volunteer organized the information by type and location of the program to make it easier to refer students or volunteer tutors to the correct and most convenient program.

In-service training prepared the library staff to answer questions on the new information and referral service.

PUBLIC RELATIONS

A publicity campaign raised public awareness of the new service. Public service announcements in the local paper and on the radio encouraged people to call the library for information. The library displayed materials from various local literacy programs and provided a handout listing the library number.

EVALUATION

Local literacy programs enrolled new students and enlisted additional tutors as a result of this information and referral service. This project was successfully integrated into basic library services. As a result, a volunteer library worker was scheduled to update the information sheet once each year.

EXPENSES minimal (printing/telephone calls)

FUNDING additional funding not always necessary

LIBRARY COLLECTIONS

OPTIONS

Library A Volunteers from the Friends of the Library organization and a volunteer tutor from the literacy program (who was a retired reading specialist) identified and compiled a list of materials suitable for beginning adult readers. These materials were found in the existing library collection; therefore, no new purchases were initially necessary. After the first year, new purchases appropriate for new adult readers were identified and added to the original list of books.

Library B The library director wrote a proposal to develop a new collection of materials specifically for low-literate adults. The proposal was approved and a special collection was developed. This collection originally consisted of all print materials. A second proposal was approved which allowed the library to purchase videocassettes and computer software.

Library C A local company experienced difficulty in retraining workers to use new and more complex machinery. The management decided to initiate a literacy program for their employees that would focus on developing basic skills needed to succeed on the job. They turned to the local library to locate and order the instructional materials (at the company's expense) that the company would need to develop their educational program. The library also referred the manager to the local ABE program for assistance in training instructors for the new program.

PROCEDURES

The staffs of **Libraries A** and **B** followed similar procedures in becoming involved with the local literacy program. **Library B**'s activities, however, involved the development of proposals. Further information on proposal writing can be found on page 23 of this manual. **Library C** developed a collaborative relationship with a local business. Information on building agreements with business and industry can be found in various references in the *Bookshelf* at the end of the manual.

The following summary describes **Library A**'s involvement with the local literacy program:

NEEDS ASSESSMENT/COOPERATION

The librarian in Library A became interested in providing resources for low-literate adults after seeing a television program on the problems of adult illiteracy. The librarian contacted the local literacy program and found that tutors needed print materials suitable for their newly literate students. Although workbooks were provided through the literacy program, the tutors felt that additional materials were needed to build the new readers' interest and

skill in reading. The librarian felt that it was also important to develop the students' knowledge of library resources to encourage continued reading.

PLANNING AND FINANCE

The library board was in favor of the idea of identifying materials for the tutors but felt that they could not afford to spend any additional money on the project. After conferring with a tutor (who was also a retired reading specialist), the librarian, literacy coordinator, and the tutor decided to work within the existing library collection to develop: 1) a list of materials appropriate for adult beginning readers, 2) a display of these materials, and 3) a plan for promoting the use of this new service.

The reading specialist, with the help of a library volunteer and several adult literacy students, identified materials that would be suitable for adults with limited reading skills. A variety of magazines, newspapers, photography books, poetry, short novels, nonfiction books on sports, hunting, fishing, and home repair, mysteries, science fiction, and children's books were evaluated for readability level and for their potential interest for adult readers. The books were then catalogued by subject and approximate grade level to facilitate both tutor and library staff finding and using materials on the list. These books were also marked with a colored dot to identify them as part of the adult literacy book list.

PUBLIC RELATIONS

In order to promote this new service, the selected materials and copies of the book list were displayed in the adult section of the library. A banner announced the new service as "Easy Adult Reading." The local newspaper printed a short article explaining the purpose and development of the service. The literacy and ABE programs notified their tutors and staff of the new book list and display and encouraged tutors and instructors to introduce this service to their students. The librarian introduced the new service to library staff during their monthly staff meeting and encouraged the staff to promote the service with library patrons.

EVALUATION

After six months, library, literacy, and ABE staff evaluated the effectiveness of the new adult literacy service. As a result of the evaluation, the existing list was expanded to include additional materials from the existing library collection. The librarian decided to maintain selected books on the adult literacy list in the separate display. This selection would be changed every two months. Books not being displayed could be easily identified on the shelves by a colored dot on the spine of the book.

In the second year of the project, the librarian requested that the library board adopt adult literacy as a goal of the library. Due to the success of the new service in increasing library circulation and to favorable comments from library patrons, the board agreed. Following

this approval, a percentage of the library's book budget each year was set aside to purchase additional books for low-literate adults.

Library staff had found that both tutors and their students had been using the new service. They were surprised, however, when they saw that regular library patrons were also drawn to the new display.

To encourage the use of the library's service, the literacy coordinator decided to include a book on the library list in each literacy newsletter with suggestions on how the tutors could use the book with their students.

POINTS TO CONSIDER IN COLLECTION DEVELOPMENT

Although it would be helpful to enlist the help of an individual with experience in reading education, it is not essential. Software packages are available to use in evaluating print materials for readability. In addition, the handbook by M. Weibel (referenced in the *Bookshelf*) provides clear guidelines for choosing and evaluating materials for newly literate adults.

Various methods for cataloging, displaying, and shelving materials for adult new readers can be employed. The method that is used should reflect the needs and interests of the local community and its library.

Books for adult new readers should not be interspersed with other reading materials. Many new readers find it difficult to locate materials on the shelves. These materials, however, should be kept in the adult section and clearly marked; some libraries call this collection Adult Easy Reading, the Reader Development Collection, or Books for Adult New Readers.

EXPENSES

existing collection: minimal (additional staff time, duplication costs)
special collection: $100 to $500

FUNDING

contribution of time by volunteers
LSCA, Title I or Title VI grant
grant from local foundation or business

EDUCATIONAL MATERIALS

OPTIONS

Library A The library staff, with the help of a grant, developed a collection of materials for adult literacy students and their tutors. Unlike a traditional library collection, these materials were given to the tutors to use with their students. Tutors could visit the library's sample collection and choose the materials that they wanted to use. Fifteen consumable books could be taken each year for each student; these materials were provided free of charge.

Library B The librarian worked with an instructor from the ABE program in developing a packet of materials concerning library usage. These materials were provided, free of charge, to local literacy providers to use with their students.

Library C The library and a local literacy program received funding to develop a project encouraging low-literate parents to read to their children. The first meeting took place in a community center and introduced the parents to the program. The second session took place in the children's section of the library where the children's librarian provided information on using library resources. A special packet of materials was developed to assist other libraries in initiating the program.

PROCEDURES

Information on the development of **Library A**'s "consumable collection" of materials can be obtained from the Free Library of Philadelphia (address in *Bookshelf*).

The program developed in **Library C** received Adult Education Act 310 funding.

The following summary describes the procedures used by **Library B** in developing their library education materials:

NEEDS ASSESSMENT/COOPERATION

The librarian became interested in an outreach program designed to draw nonlibrary users into the library. Since undereducated adults are one of the most difficult populations to reach, she decided to contact the director of the local adult education center to determine whether or not a cooperative project might be feasible. The director was interested in the project and assigned an ABE instructor to work with the librarian in developing the program. The library director and adult education director met with the library board to present their idea. Although the board was reluctant, at first, to add to the goals of the library, they finally approved the development of the proposed outreach program for illiterate adults.

PLANNING AND FINANCING

The ABE instructor felt that the students would benefit from a combination of print materials and "hands on" experience with the materials in the library. Adult students were consulted during the development of the materials, and their suggestions were incorporated into the final product. The final package of materials included: an introductory article on the needs of adult literacy students and methods of working effectively with this population, a map of the library and information sheet on library etiquette, a series of worksheets concerning the use of the card catalog, location of materials on the shelves, use of the reference area, and other services provided by the local library (children's story hour, coupon exchange, duplicating service), and a list of additional suggested activities to encourage ABE students to use the library for both education and pleasure.

The librarian's and instructor's time involved in developing the package of materials was considered an "in kind" contribution to the project. The cost of duplicating the material was donated by a local printing company (a tax deductible contribution for the company).

The librarian and ABE instructor developed procedures to be used in conducting guided tours of the library. These procedures suggested that both an ABE instructor (or tutor) and a library staff person or volunteer be available for the tour. The tours were arranged at times when the library was least busy to allow tour guides and students freedom to move and talk without annoying other library patrons. Students were guided through activities in the materials package to enable them to practice the targeted skills. In addition, students were encouraged to complete the library card application. After the card was issued, students were encouraged to sign books or other materials out of the library.

EVALUATION AND FUTURE DEVELOPMENT

The materials package and the tours were successful. The students, nervous at first, enjoyed exploring their local library. They felt as though they were moving in the mainstream of their community and enjoyed telling people that they were going to the library.

In the second year of the program, materials were developed for more advanced students studying for the high school equivalency tests. These materials were geared toward developing skills in locating and using reference materials.

Due to the success of the student tours, a second type of library visit was developed. The students visited the library with their young children (preschool through first grade children came on one day, second through fourth grade children came on a second day). Prior to the visit, the ABE instructor prepared the parents for the visit. The instructor explained procedures that would be followed to assure that the visit was a positive experience for both parent and child. On the day of the visit, a library staff person chose a book to read to the children and parents. Then parents were encouraged to choose a book to read with their child. If the parent did not feel confident or lacked reading skills, the parents merely looked at and discussed the pictures in the book with their children. This program was

conducted during the summer, and volunteers provided child care for the older children not included in the tour.

The success of this new outreach program convinced the library board to adopt adult literacy as a goal for the library and to budget a small amount of money each year towards the support of the project. The library director was also able to secure Adult Education 310 funding which was used to improve the materials that had been developed and to disseminate the project to other interested agencies in the state.

POINTS TO CONSIDER IN DEVELOPING MATERIALS AND TOURS

Careful planning will assure that the program is a positive experience for ABE students and for library and ABE staff.

Provision of child care for the students' children, though difficult to arrange, was essential to the success of the parent/child program. Many students could not afford child care on their own. Local Future Teachers of America groups, church youth groups, or senior center volunteer programs (such as RSVP) may be approached concerning the provision child care services.

In addition, consider the transportation needs of the students. If possible, students can walk to the library. Other options would include: the provision of free bus passes to and from the library, rides from the ABE program site in a borrowed school van, and rides provided by volunteers from either the library or ABE program or provided by other local volunteer agencies.

EXPENSES

development of materials : minimal (additional staff time, office supplies, duplication costs)
purchase materials: minimum of $1,000 (will depend on the needs of the ABE or literacy program and the number of students served)

FUNDING

in-kind contribution of staff time, office materials
grant from LSCA or federal ABE sources (310)
in-kind contributions from volunteer service agencies

LIBRARY-BASED LITERACY PROGRAM

OPTIONS

Library A After assessing the existing services in its community for illiterate adults, the library director decided to develop a library-based literacy program. The librarian had found that a literacy service was operating in the local Lutheran church; however, the program offered only an ESL program for nonnative speakers of English. In addition, no easily accessible ABE program existed in the community. Since the librarian had discovered from local educational statistics and interviews with school officials that there was a need for a literacy service for high school dropouts and other adults with limited reading skills, this was the population targeted for the library-based program. With library board approval, an LSCA proposal was developed, submitted, and funded. A coordinator was hired, and a program developed. As the library had sufficient space, all of the literacy activities took place in the library.

Library B The librarian discovered situations similar to Library A in her community and approached her board for approval to write an LSCA proposal. The board approved of her idea. The library staff had already developed a small collection of materials for low-literate adults as part of a county-wide project directed from the district library center, and the district librarian agreed to help the librarian develop the new LSCA proposal. The proposal was funded and a literacy coordinator was hired. This library, however, had little space to spare; therefore, although the literacy coordinator used the library as a base, all tutor and student meetings and tutor training were conducted in other community facilities.

Library C The library director convinced the library board to adopt adult literacy as a goal. She then developed an LSCA proposal requesting funding to develop the program. Unfortunately, this proposal was not funded, and the library board did not have sufficient funds to finance a literacy project. Since she was unable to secure funding from a grant or from the board, she wrote to various agencies for materials on planning volunteer literacy programs. After she spoke at a service club, a retired teacher volunteered to coordinate the program. The coordinator and the librarian planned the project. The first year of the project proved successful in reaching its goals. One of the results of this success was that the project was able to obtain funding from an LSCA grant during the second year to improve the new service.

Library D The librarian had purchased several computers for the library. The computers were placed in the reference area where the reference librarian supervised library patrons using the equipment. The library maintained a list of software appropriate for adult learners (including low-literate adults). Any community resident could use the computers by obtaining a card from the library and by signing up for a specific time to use the equipment. The reference librarian provided basic instruction in using the computer and was available to answer questions on the software.

Library E When the library director discovered that no ABE program existed for local residents, she began looking for a way to finance a basic skills program at the library. She contacted the program director of the closest ABE program and explained the situation to him. The program director offered to help her write a proposal for Adult Education 306 funds. The proposal was submitted and received funding. An instructor and a counselor were hired to develop the program. Students met in small instructional groups at the library. Videotapes and computer software supplemented direct instruction in developing basic skills and in preparing for employment.

PROCEDURES

The staffs at **Libraries A,B,** and **E** submitted proposals to finance the development of their adult literacy services.

The librarian at **Library D** used previously acquired computer equipment and software appropriate for adult learners to serve the needs of the community's low-literate adults.

The following description summarizes the procedures used by **Library C** in developing their adult literacy project.

NEEDS ASSESSMENT

The librarian in **Library C** became interested in the needs of illiterate adults after reading an article in a library journal. She called the local school district to discuss existing educational services for adults in the community and found that the county continuing education program offered night classes at the high school. After contacting the instructor of these classes, however, she discovered that the classes drew primarily those adults who were GED candidates. Adults needing basic skills did not often enroll in the classes. The librarian was unable to find any local basic skills or literacy program for her community's low-literate adults. This discovery increased her interest in developing a library-based volunteer literacy program for the community.

After making the decision to begin a literacy program, the librarian communicated with the library board recommending that the library adopt adult literacy programming as a goal. After the board adopted her recommendation, the librarian obtained information on applying for LSCA and Adult Education (306) funds. Unfortunately, the library was not successful in obtaining federal funds to develop its project. Although the library board approved the project, they were not able to finance it.

Since federal and local funding were no longer possibilities for the initiation of the project, the librarian turned to information obtained from various agencies (LLA and LVA, Contact Literacy, and the State Library) on developing a volunteer program. The librarian approached the library board with the information she had collected. The board approved the librarian's plan to initiate a volunteer program. In order to raise awareness of adult illiteracy in the community, the librarian began making presentations to local social and

volunteer groups. At one of the meetings, a retired teacher volunteered to work with the librarian in developing the program.

PLANNING AND FINANCING

Working through the guidelines from LLA and LVA, the librarian and teacher planned the development of the new program. First they looked at the resources in the library. Although there was little space available, there was an office in the library that was used two days a week by a social worker with a family service agency. After conferring with this agency, it was agreed that the literacy coordinator could use the space (and the telephone and typewriter) three days a week. The office was furnished; however, to keep literacy records and materials separate from the social agency materials, the coordinator decided that a separate file cabinet would be necessary (later donated by a local business). The librarian agreed to provide office supplies. She also agreed to volunteer several hours a week to assist in the initial development of the program. The literacy coordinator agreed to volunteer twenty hours a week.

The librarian and coordinator agreed that materials for the tutors and students and secretarial time would cost approximately $3,000 and would have to be financed through donations.

After examining the population of the community and statistics on school dropouts, welfare, and unemployment rates, they decided that the main goals of the literacy project would be to enroll 50 students and to train 50 tutors during the first year. They would also provide educational materials for all tutor/student pairs during the year.

The librarian offered to coordinate the publicity for the program and to work with the local social agencies to obtain student referrals. The teacher coordinated tutor recruitment and training efforts, kept records, assessed students' skills, and ordered the appropriate materials.

The librarian met with her library staff and volunteers to explain the new service and how it would affect their work in the library. Library workers would be responsible for answering telephone inquiries concerning the program and to take messages for the coordinator when she was not available. Since the library had limited space for tutor/student meetings or for tutor training, the librarian and coordinator asked local organizations to donate space for tutoring.

The librarian and coordinator, both active in the community, called on service organizations to make donations to the new project. Additional funds were raised through an interfaith effort by the community churches. Later in the first year of the project, the literacy program was included in a United Way appeal; this approach provided the project with enough money to complete the year. Also during the first year, the librarian resubmitted the LSCA proposal including details of their current literacy activities.

PUBLIC RELATIONS AND EVALUATION

After the coordinator had ordered materials, decided on her method of record-keeping (tutor and student referrals, student assessments, etc.), and contacted a nearby literacy program concerning a tutor training workshop, the librarian contacted the county newspaper and several radio stations to inform them of the program. She requested that the paper interview her in order to raise public awareness of the adult literacy problem and to explain the purpose of the new program. The radio stations agreed to run public service announcements for student and tutor recruitment.

The librarian also spoke to various social agencies in the area (AFDC, Welfare, food bank, etc.) concerning the program. Several agencies, as well as the county continuing education program, agreed to refer students to the library program.

Area churches and schools were contacted and asked to promote the program in their announcements and bulletins. The librarian sent written descriptions to these organizations to assist in the publicity effort.

At the end of the first year, the librarian and coordinator evaluated the progress of the program. They had been successful in recruiting and matching 40 student and tutor pairs. Although this fell short of their expectations, it was a sure sign of success. A strong publicity plan encouraged the community to remain interested in and supportive of the new program.

Due, in part, to their planning and commitment to the project, the second LSCA proposal was funded. The reviewers felt that the library had a viable program with a visible record of success in developing community support.

Since the coordinator did not want full-time employment, a new literacy coordinator was hired with LSCA funds. The original coordinator continued to volunteer time as a tutor and general supporter of the program. The new coordinator was directly responsible to the librarian and assumed more responsibility for the program as a full-time staff person. She attended all library staff and board meetings to report on the status of the literacy project. The library board, happy with the project's success, supported the adult literacy service by officially adopting adult literacy as a goal of the library.

EXPENSES

Volunteer coordinator: $3,000 to $5,000 plus in-kind contributions for materials, office supplies, secretarial assistance.

Full-time paid coordinator: $16,000 to $25,000 plus in-kind contributions for facilities and equipment.

FUNDING

Local: United Way and other service groups, foundations, businesses/industries, local government.

State/Federal LSCA (Title I and VI); Adult Education funds (federal - 306 and 310; state - 143); JTPA; subcontracts with Vocational Rehabilitation or other training facilities.

ADULT LITERACY SERVICES

KEYS TO SUCCESSFUL PROGRAMS

Commitment
Program planning
Communication
Cooperation/Collaboration

KEYS TO SUCCESSFUL PROGRAMS

During the development of this manual and through interviews with directors and coordinators of library-based literacy services, it became obvious that certain elements were common to **all** successful programs. These elements are: commitment, planning, communication, and cooperation.
Although these elements will not guarantee immediate success, their absence will most certainly doom a program to failure.

COMMITMENT

Commitment to an idea provides the energy needed to develop, initiate, and continue a new project. Without commitment, a project will lack the "spirit" necessary to build interest in and support for its cause.

Adult literacy has many supporters throughout the Commonwealth. It is usually easy to harness some of the existing commitment to the cause of adult literacy through cooperation with existing service providers; however, for a library-based literacy service to be successful, someone **within** the library system must make a commitment to the development of services for adult beginning readers. This person might be a library board member, the library director, a staff person, or a volunteer, but the individual should come from within the ranks of the library. Successful library-based literacy services have been initiated by inquiries from outside service providers (volunteer literacy programs or ABE services, for example); however, their success rate is lower than those programs initiated and supported directly by library personnel.

At least one library-based person must make a commitment to adult literacy if a new literacy service is to develop. However, if the program is to flourish and grow, this commitment must spread to include the director and board members and, finally, all library staff. Adult literacy services should ultimately be **integrated** into the library's basic service package and not seen as a "special" program easily abandoned if funding is cut or library management changes.

PROGRAM PLANNING

The second common element of successful programs is planning. Even if a library person has become committed to the idea of developing adult literacy services in the library, his/her chances of success will be limited without the careful development of a program plan. Successful projects have clearly stated **goals** and obtainable **objectives** based on the **assessment** of local needs and interests. Thought has been given to the activities necessary to the achievement of these goals and the methods by which the activities will be accomplished (**management** plan). The planner has outlined **budgetary needs** and

proposed methods for obtaining those funds, developed a plan for **publicizing and promoting** the new service, and decided on an **evaluation** plan to determine the effectiveness of the project.

Planned programs are not always successful. Problems can develop in any program area which could jeopardize the existence of the program: funding sources can evaporate, cooperative efforts can fail to materialize, and public interest can falter. Program planning, however, provides the structure and practical procedures necessary to the successful operation of any project.

Directors of successful programs suggest that new projects **think small** at first. Build community awareness and support for the idea of adult literacy service. After support for a small project is established, consider expanding current services to include more extensive adult literacy programming.

COMMUNICATION

This rather obvious element is often forgotten among the details of program operation. Communication refers to a broad spectrum of activities from interoffice memos to community-wide publicity campaigns. Without effective and ongoing communication, the library director will be unable to coordinate the internal management of the project and will be unable to work effectively with external agencies in promoting the new service.

INTERNAL COMMUNICATIONS

The library director should communicate with the library staff concerning the new project outlining the purpose for the program and its place in the library's service plan, the responsibilities of the staff in ensuring the success of the program, the needs and methods for working effectively with the target population (low-literate adults), and any other changes that will affect the staff. This information can be delivered through regular staff meetings or through special inservice presentations. Program information can be provided for library board members at regular board meetings. In addition, support groups, such as Friends of the Library, can be made aware of program activities through the regular library bulletins or newsletters.

Any new staff hired for a project should be introduced to the library staff and to basic library operating procedures as soon as possible. Since most literacy coordinators and many volunteers will be unfamiliar with library operations, they will appreciate an introduction to the library and staff. In addition, reporting procedures should be established to facilitate ongoing communications between the new and existing staff. For example: Will the literacy coordinator attend library board meetings? (He/She should, of course, attend staff meetings.) Will public service announcements or interviews be approved by the library director before publication, or will that be a decision of the literacy coordinator? Who handles requests for equipment and supplies? What forms should be

filled out? This information should be transmitted before (or soon after) the new staff person begins to work.

EXTERNAL COMMUNICATIONS

When the library is collaborating with other service providers, communication is also an issue. It is important for the library to understand the needs and interests of the other agencies if the collaboration is to succeed. On the other hand, the cooperating agencies need to understand the library's involvement in the project. Find out what each organization hopes to gain by becoming involved with adult literacy services.

Ongoing communication through newsletters, regular meetings, or phone contact are essential to maintaining a positive working relationship with other agencies. These contacts serve to inform all of the participants of changes and developments in the project as well as to clarify the role that each agency plays in the management of the project.

The media are, of course, the primary methods of raising community awareness and of developing support for a new service. In publicizing the new adult literacy service or in recruiting tutors and students, the library should develop a plan which will provide the most effective communications to the public. More information on developing a public relations plan can be found on page 30 of the manual.

In addition to media exposure, interested tutors or other library volunteers can be used to publicize adult literacy services through speaking to various community organizations and groups. Occasionally, adult students can be recruited to speak to other potential students to encourage participation in the program.

COOPERATION/COLLABORATION

BENEFITS OF COOPERATION

The final element in developing a successful adult literacy service is the extent to which the library cooperates or collaborates with other community service providers. To encourage more efficient use of limited funds, most funding agents suggest that agencies work together to provide coordinated services to specific targeted populations. Services to low-literate adults are no exception. Proposed projects that include cooperative efforts usually receive more support from funding agents.

Smaller projects (that are not requesting special funding) are also more successful when they can depend on a broad base of community support for their efforts. For example, a library project that has developed a collection of materials for adult beginning readers should "network" with local literacy and ABE programs to promote the use of the new materials with participants in those programs through library tours or classes and special presentations to adult students and instructors.

Communities often form councils or coalitions that focus diverse interests on the problems of adult illiteracy. The membership of a council usually includes representatives from local educational and social agencies as well as from business, industry, and government. This group meets periodically to discuss progress in local literacy efforts and to promote literacy programs in the local area. Councils and coalitions are very helpful in developing a broad base of community support for literacy activities and in promoting the spirit of cooperation necessary to the development of effective comprehensive adult literacy services.

Formal or informal cooperative efforts with community organizations will improve public awareness of the adult literacy issue, allow various agencies to share their expertise and resources, encourage creativity, and develop a positive atmosphere of "shared interest" in providing services to the low-literate adult population.

BARRIERS TO COOPERATION

Although cooperation promises many positive results, there are problems to be faced in initiating local cooperative efforts. Unfamiliarity with other agencies' activities and goals, concern over the expenditure of time or money, anxiety over the loss of autonomy, and the fear of diminishing the strength of a particular program will interfere with the development of shared activities.

The library can begin to break down these barriers by **communicating** with local literacy providers and social agencies through personal contacts, phone calls and promotional materials. Express the positive results afforded through cooperation and alleviate the anxieties that prevent cooperative efforts. Cooperation, in the final analysis, depends on a constant effort to share ideas and concerns and a desire to continue and to improve existing services vital to the community.

BOOKSHELF

BOOKSHELF

PERSONAL CONTACTS

Contact the following for the names of people in Pennsylvania with experience in providing adult literacy services:

Pennsylvania State Coalition for Adult Literacy
Institute for the Study of Adult Literacy
The Pennsylvania State University
248 Calder Way, Room 307
University Park, PA 16801 (814) 863-3777

The Institute maintains an expert database of individuals with experience in all aspects of adult literacy programming in Pennsylvania.

Tutors of Literacy in the Commonwealth (TLC)
Center for Literacy, Inc.
3723 Chestnut Street
Philadelphia, PA 19104-3189 (215) 382-3700

The Center for Literacy coordinates a training technical assistance network. A regional network of trainers assists volunteer based adult literacy projects in developing or improving service delivery.

PLANNING MANUALS

These guidebooks provide details of planning, funding, managing, and evaluating literacy programs. Most of the manuals also include ideas on publicity, recruitment, student assessment, library collections, and record-keeping.

Coalition for Literacy. (1984). *How to form a community volunteer literacy program.* Chicago, IL: Author.

Gleich, P.K. (1986). *A practical guide for library based literacy programs* . Frankfort: Kentucky Department for Libraries and Archives, Kentucky Literacy Commission.

Johnson, D.W., & Soule, J.A. (1987). *Libraries and literacy: A planning manual.* Chicago, IL: American Library Association.

Lane, M. A. (Ed.). (1984). *Handbook for volunteer reading aides.* Philadelphia, PA: Lutheran Church Women.

Lerche, R.S. (1985). *Effective adult literacy programs: A practitioner's guide.* New York: Cambridge.

Mayer, S.E. (1985). *Guidelines for effective adult literacy programs.* Minneapolis, MN: Rainbow Research, Inc.

Reiff, T. (Ed.). (1987). *The Pennsylvania adult basic education handbook for program administrators.* Lancaster, PA: The Message Refinery.

Woods, N. (1987). *Beginning a literacy program.* (Available from M. Woodwell, WQED-TV, 4802 Fifth Avenue, Pittsburgh, PA 15213)

NEWSLETTERS

Adult Literacy Technology Newsletter
The Adult Literacy and Technology Project
Institute for the Study of Adult Literacy
The Pennsylvania State University (814) 863-3777

BCEL Newsletter
Business Council for Effective Literacy
1221 Avenue of the Americas - 35th Floor
New York, NY 10020 (212) 512-2415

Online
American Association of Adult and Continuing Education
1201 Sixteenth Street, NW, Suite 230
Washington, DC 20036 (202) 822-7866

PAACE News
Pennsylvania Association of Adult and Continuing Education
Box 3796
Harrisburg, PA 17105-3796

The Update
The Adult Literacy Initiative and The Division of Adult Education
U.S. Department of Education
400 Maryland Avenue, SW
Washington, DC 20202 (202) 732-2959

What's the Buzz
Pennsylvania's Adult Basic Education Newsletter
Pennsylvania Department of Education
333 Market Street
Harrisburg, PA 17126-0333 (717) 787-5532

the written word
Contact Literacy Center
P.O. Box 81826
Lincoln, NE 68501-1826 (800) 228-8813

LIBRARY MATERIALS/COLLECTION DEVELOPMENT

BOOKS

Bayley, L. (1980). *Opening doors for adult new readers: How libraries can select materials and establish collections*. Syracuse, NY: New Readers Press.

Buckingham, M. (1982). *Reader development bibliography*. Syracuse, NY: New Readers Press.

Buckingham, M., Martin, B.J., & Sayre, S. (1986). *Curriculum guide: Books and methods for teaching adult basic education*. Philadelphia: Free Library of Philadelphia.

Gilliland, L. (1983). *Microcomputer bibliography for ABE/GED basic skills instruction*. Wausau, WI: North Central Technical Institute. (Available from New Jersey Adult Education Dissemination Project, Glassboro State College, Triad Building/B-Wing, Glassboro, NJ 08028).

Guellette, D.G. (Ed.). (1982). *Microcomputers for adult learning: Potentials and perils*. Chicago, IL: Follett.

Heiser, J.C. (1983). *Literacy resources: An annotated check list for tutors and librarians*. Baltimore, MD: Enoch Pratt Free Library.

Lawson, V.L. (1981). *Thinking is a basic skill: Creating humanities materials for the adult new reader*. Syracuse, NY: Literacy Volunteers of America, Inc.

O'Brien, R.L. (1986). *Books for adult new readers* . Cleveland, OH: Project: LEARN.
Weibel, M.C. (1984). *The library literacy connection: Using library resources with adult basic education students*. Columbus, OH: State Library of Ohio.

ADDITIONAL RESOURCES

Adult Literacy and Technology Project
Institute for the Study of Adult Literacy
The Pennsylvania State University (814) 863-3777

As part of this project, funded by the Gannett Foundation, reviews of software suitable for adult students are made available to adult educators. These reviews are also available on Litline.

The Reader Development Program
The Free Library of Philadelphia
Logan Square
Philadelphia, PA 19103 (215) 686-5346

The Reader Development Program is a nationally known program providing materials for adult new readers. The program produces a newsletter which includes articles and reviews of materials for adult new readers. In addition, the Program maintains a sample collection of materials for adult new readers.

COMPUTER SOFTWARE/READABILITY

Pasch, B., & Polk, J.K. (1986). *The readability machine*. Englewood Cliffs, NJ: Prentice-Hall.

This computer software (for Apple, Apple compatible, and TRS-80) computes the reading grade level of written materials using eight readability measures.

FINANCE AND FUND-RAISING

Directory of Pennsylvania Foundations (Available in many libraries or on loan from ADvancE).

Federal Register
Government Printing Office
Washington, DC 20402 (202) 783-3238

ADDITIONAL RESOURCES

American Newspaper Publishing Association
P.O. Box 17407
Dulles International Airport
Washington, DC 20041 (703) 648-1000

The Foundation Center
79 Fifth Avenue
New York, NY 10003 (212) 620-4230

The Grantsmanship Center
1031 South Grand Avenue
Los Angeles, CA 90015 (213) 749-4721

INFORMATION CLEARINGHOUSES

Association for Community Based Education (ACBE)
1806 Vernon Street, NW
Washington, DC 20009 (202) 462-6333

ADvancE
Pennsylvania Department of Education Resource Center
333 Market Street
Harrisburg, PA 17126-0333 (800) 992-2283

Contact Literacy Center
P.O. Box 81826
Lincoln, NE 68501-1826 (800) 228-8813

ERIC Clearinghouse on Adult, Career, and Vocational Education
1900 Kenny Road
Columbus, OH 43210 (800) 848-4815

Litline
The Adult Literacy Initiative
U.S. Department of Education
400 Maryland Avenue, Room 4145
Washington, DC 20202 (202) 732-2959

ORGANIZATIONS CONCERNED WITH ADULT LITERACY

Additional listings of organizations concerned with adult literacy can be found in Project PLUS's publication, *Information and resources for task forces* . (Available from Project PLUS; see listing below for address.)

Laubach Literacy Action (LLA)
1320 Jamesville Avenue, Box 131
Syracuse, NY 13210 (315) 422-9121

Literacy Volunteer of America, Inc. (LVA)
5795 Widewaters Parkway
Syracuse, NY 13214 (315) 445-8000

Both of the above organizations provide educational materials, tutor training, and planning/management resources for volunteer literacy programs.

AAACE
1201 Sixteenth Street, NW, Suite 230
Washington, DC 20036 (202) 822-7866

Coalition for Literacy
c/o American Library Association
50 East Huron Street
Chicago, IL 60611 (312) 944-6780

Lutheran Church Women
2900 Queen Lane
Philadelphia, PA 19129-1091 (215) 438-2200

National Association of Private Industry Councils
1015 15th Street, NW, Suite 600
Washington, DC 20005 (202) 289-2950

PAACE
Box 3796
Harrisburg, PA 17105-3796

Project PLUS
WQED
4802 Fifth Avenue
Pittsburgh, PA 15213 (412) 622-1491

LITERACY HOTLINES

The following 800 numbers provide information and referral services for potential adult literacy students and tutors.

Pennsylvania Toll Free (Literacy) Hotline	(800) 222-2451
Contact Literacy Center	(800) 228-8813

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Harman, D. (1985). *Turning illiteracy around: An agenda for national action*. (Working Paper No. 2). New York: Business Council for Effective Literacy.

Harman, D. (1987). *Illiteracy: A national dilemma*. New York: Cambridge.

Hunter, C.S., & Harman, D. (1985). *Adult illiteracy in the United States*. New York: McGraw-Hill.

PW special report: The illiteracy blight. (1985, May). *Publishers Weekly, 227*, pp. 27-48.

Kangisser, D. (1985). *Pioneers and new frontiers*. New York: Business Council for Effective Literacy.

Kirsch, I.S., & Jungeblut, A. (1986). *Literacy: Profiles of America's young adults* (Report No. 16-PL-02). Princeton, NJ: Educational Testing Service.

Kozol, J. (1985). *Illiterate America*. Garden City, NY: Doubleday.

Venezky, R.L., Kaestle, C.F., & Sum, A.M. (1987). *The subtle danger. Reflections on the literacy abilities of young adults* (ETS Report No. 16-CAEP-01). Princeton, NJ: Educational Testing Service.

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Smith, E.G. (1984, January). Literacy education gap: The involvement of public libraries in literacy education. *Library and Information Science Research, 6*, 75-94.
Weingand, D.E. (Ed.). (1986, Fall). *Library Trends* [special issue on adult literacy and library services].
Wurzbacher, M.F., & Yeannakis, D.H. (1986). *California literacy campaign: Program effectiveness review II*. Sacramento, CA: California State Library.

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Barbee, D.E. (1986, October). *Methods of providing vocational skills to individuals with low literacy levels: The U.S. experience* (Discussion Paper No. 1). Geneva, Switzerland: International Labor Organization.
Mikulecky, L., Ehlinger, J., & Meenan, A. (1987). *Training for job literacy demands: What research applies to practice*. University Park: The Pennsylvania State University, Institute for the Study of Adult LIteracy.
National Commission for Employment Policy. (1986, March). *Computers in the workplace: Selected issues* (Report No. 19). Washington, DC: Author.
Rush, R.T., Moe, A.J., & Storlie, R.L. (1986). *Occupational literacy education*. Newark, DE: International Reading Association.
Skagen, A. (Ed.). (1986). *Workplace literacy*. New York: American Management Association.
Winterbauer, M. (1985). *Basic skills in business and industry. Employers' perceptions. Implications for literacy service*. St. Paul, MN: Literacy 85.

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Carlson, A.D. (1986, Spring). Reading programs for parents and children, *Literacy Advance, 10*, pp. 7-8.
Nickse, R.S. & Englnader, N. (1985, Spring). At-risk parents: Collaborations for literacy, an intergenerational reading project, *Equity and Choice, 1*, pp. 11-18.
Shuck, A. Ulsh, F., & Platt, J.S. (1983, February). Parents encourage pupils (PEP): An intercity parent involvement reading project, *The Reading Teacher*, pp. 524-527.

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Grotelueschen, A., Gooler, D., & Knox, A. (1976). *Evaluation in adult basic education: How and why*. Urbana, IL: University of Illinois at Urbana-Champaign.
Raizen, S.A., & Rossi, P.H. (Eds.). (1981). *Program evaluation in education: When? how? to what ends?* Washington, DC: National Academy Press.
Rutman, L. (Ed.). (1977). *Evaluation research methods: A basic guide*. Beverly Hills, CA: Sage Publications.

APPENDIX 1

FACT SHEET: ADULT LITERACY IN PENNSYLVANIA

What does literacy mean?

Literacy is the ability to read and write. At one time, a person was considered illiterate if he/she were unable to sign his/her name. Today, however, because of the increasingly complex and varied demands of daily living, the ability to sign one's name is no longer enough. As a result, the concept of **functional literacy** has been developed and is defined at a generally higher level of basic skills and as a continuum rather than as a specific level appropriate for all adults.

Functional literacy can be defined as the possession of knowledge and skills such as reading, writing, speaking, and computing which enable an individual to function effectively in his or her environment.

How many functionally illiterate adults are in the United States?

Defining functional literacy at a level much lower than high school completion, the U.S. Department of Education estimates that 26 million adults nationwide (one in five) are functionally illiterate, based on 1980 Census records. One in three, or 72 million, adults are functioning at a marginal level and are in need of basic skills improvement. This population grows at a rate of 2.3-2.5 million annually, including:

* 950,000 - one million high school dropouts
* 800,00 illegal immigrants
* 400,000 legal immigrants
* 100,000 - 150,000 refugees

The national functionally illiterate adult population includes:

* 23% of all females over 18
* 17% of all males over 18
* 40% of adults earning less than $5,000 annually
* and 75% of adult prisoners.

How many functionally illiterate adults are in Pennsylvania?

According to the most recent Census data (1980), a total of 2,556,743 adults in Pennsylvania, 25 and over, have less than a 12th grade education. Over half of this number have completed less than nine years of school. These numbers do not include new immigrants and refugees who have settled in Pennsylvania since 1980. They also do not include the many high school graduates who have skills below the 12th grade level.

Where are the greatest numbers of functionally illiterate adults in Pennsylvania?

Every region of Pennsylvania has adults who are functionally illiterate. Metropolitan areas, due to high population concentrations, show higher numbers of illiterate adults. Illiteracy, however, is also a serious problem in the state's rural communities.

Who are the functionally illiterate adults in Pennsylvania?

Many people find it difficult to believe that illiterate adults live in their community. Illiterate adults have spent many years learning to cope with their deficiencies in reading, writing, and computing. They have developed strategies for hiding and for coping with their problems with literacy skills.

They are men and women from all racial and economic backgrounds, of all ages and in many varied occupations. This diversity makes it impossible to describe a typical functionally illiterate adult, although there is a strong relationahip between poverty and lack of education.

Why are so many adults functionally illiterate?

The reasons for functional illiteracy are varied. Many functionally illiterate adults did not complete high school, especially in the past when entering the workforce or the military did not require high school level skills. Others completed high school with a very low level of basic skills.

Children from impoverished families often lack the positive educational environment which fosters commitment to education and success in school.

Finally, nonnative speakers of English face language barriers which present obvious barriers to learning and literacy.

How does literacy relate to employment and retraining?

Literacy levels required for employment continue to increase steadily, making adult literacy services critical to the development and maintenance of a healthy workforce and economy. In addition, research has shown that the most effective basic skills programs are those which emphasize linkages with job training and actual jobs.

How does illiteracy affect the nation's economy?

Approximately half of the illiterate adults are unemployed or employed in low-paying jobs. Nationally, an estimated $227 billion of taxable income are lost each year through unemployment. An additional $6 billion is lost each year in welfare costs. Millions of additional dollars are lost through low employee productivity and industrial accidents caused by employees' inadequate command of basic skills.

Other illiterate adults swell prison populations and cost tax payers millions for correctional and rehabilitation programs.

How many functionally illiterate adults are being served by current basic education services in Pennsylvania?

Unfortunately, only 1% of these adults were enrolled in basic education programs in 1986. Although this percentage does not include adults served by volunteer literacy councils in the state, it is estimated that less than 4% of the population of adults in need of basic skills instruction have been reached by currently available services.

APPENDIX 2

SURVEY QUESTIONS: LIBRARIAN/LITERACY COORDINATOR INTERVIEWS

The following questions were used during interviews with librarians and library based literacy coordinators in preparation for writing the manual.

1. What is the role of the library in your community?

2. What do you think the role of your library should be?

3. What programs does your library currently offer?

4. If you were to envision new library programs for your community, what type of programs would you like to see developed?

5. Do you have any indication of the literacy level in your community?

6. What services should libraries provide in the area of adult literacy?

7. If you have a literacy program, what are the major obstacles you encounter in continuing to offer this service?

8. Are there other literacy programs in your community? What is the library's relationship with these programs?

9. What books and nonprint materials are available in your library for new literates?

10. How is your literacy service funded?

11. To whom does the literacy coordinator report?

12. What information would you like to see in a manual for library based literacy services?